R E P O R T R E S U M E S

ED 019 093 LI 000 371

NEIGHBORHOOD LIBRARY CENTERS AND SERVICES, A STUDY OF THE NATIONAL BOOK COMMITTEE FOR THE OFFICE OF ECONOMIC OPPORTUNITY.

NATIONAL BOOK COMMITTEE INC., NEW YORK, N.Y.

PUB DATE OCT 67

EDRS PRICE MF-$0.50 HC-$2.68 65P.

DESCRIPTORS- *PUBLIC LIBRARIES, *LIBRARY SERVICES, *LIBRARY PROGRAMS, *DISADVANTAGED GROUPS, *NEIGHBORHOOD CENTERS, POVERTY PROGRAMS, COMMUNITY SERVICES, SOCIAL CHANGE, INNOVATION, MASTER PLANS, MODELS, FEDERAL AID, LIBRARY SERVICES AND CONSTRUCTION ACT, OFFICE OF ECONOMIC OPPORTUNITY,

THE SPECIAL, INNOVATIVE SERVICES EXTENDED BY PUBLIC LIBRARIES TO POVERTY-STRICKEN NEIGHBORHOODS ARE ANALYZED IN THIS STUDY, BASED ON FIELD INVESTIGATIONS BY SURVEYORS FROM THE LIBRARY FIELD AS WELL AS AN EXAMINATION OF PROJECT PROPOSALS, REPORTS OF RESEARCH, AND LITERATURE ON THE SUBJECT. THE UNDERLYING PHILOSOPHY AND APPROACHES BEHIND LIBRARY-RELATED PROJECTS FOR THE DEPRIVED ARE REVIEWED, AND TEN PROGRAMS ARE DESCRIBED ALONG WITH ANALYSES OF THEIR OPERATIONS. THE STUDY FOUND THAT--(1) MOST LIBRARY-RELATED SERVICES TO POVERTY AREAS ARE CARRIED OUT UNILATERALLY BY LIBRARIES WITH LIBRARY SERVICES AND CONSTRUCTION ACT FUNDING, BECAUSE FEW COMMUNITY ACTION AGENCIES REALIZE THAT THE LIBRARY CAN BE A VEHICLE FOR SOCIAL CHANGE, (2) IN CONDUCTING A NEIGHBORHOOD PROJECT, BARRIERS TO USE ARE CONSIDERED, TRADITIONAL PROCEDURES ARE WAIVED, PROGRAMS ARE GEARED TO SUPPLEMENT OTHER AGENCIES, NEIGHBORHOOD RESIDENTS ARE CONSULTED AND PARENTAL INVOLVEMENT IS A KEY FACTOR, (3) THE CENTERS USE NEIGHBORHOOD RESIDENTS AND PROVIDE IN-TRAINING OPPORTUNITIES, (4) MULTI-MEDIA MATERIALS ARE USED, AND (5) EFFECTIVE URBAN CENTERS HAVE "STOREFRONT" SPACE AND SERVE A THREE TO EIGHT BLOCK AREA, THE STUDY'S INVESTIGATORS AND ADVISORY COMMITTEE RECOMMEND A THREE PHASE NATIONAL PLAN FOR LIBRARY-RELATED, MULTI-MEDIA CULTURAL AND EDUCATIONAL NEIGHBORHOOD CENTERS, TO BE INAUGURATED BY THE OFFICE OF ECONOMIC OPPORTUNITY. A MODEL FOR SUCH A CENTER IS INCLUDED AND THE EXTENSION OF THESE SERVICES BY EXISTING LIBRARY SYSTEMS IS ALSO RECOMMENDED. (JB)

LI 000 371

ED019093

Neighborhood Library Centers and Services

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

A Study by the National Book Committee for the Office of Economic Opportunity

LI 000 371

Neighborhood Library Centers and Services

TABLE OF CONTENTS

Introduction and Summary ..... page ii

I. Background and Scope 1

A. Premises 1
B. Scope 4

II. Selected Studies of Library-Related Programs 4

III. Analysis of Operating Patterns 5

A. Auspices and Funding 5
B. Purpose and Administration 7
C. Staffing 10
D. Programming 12
E. Materials 17
F. Quarters 20
G. Evaluation 21

IV. Conclusions 23

A. Auspices 23
B. Purpose and Administration 24
C. Staffing 24
D. Programming 25
E. Materials 27
F. Location and Quarters 28
G. Evaluation 28

V. Recommendations 28

A Model Neighborhood Library Center 30

Appendix I/Selected Studies of Relevant Library Programs 36

Published by the National Book Committee, Inc.
One Park Avenue, New York, N. Y. 10016

Second Edition, October 1967

INTRODUCTION AND SUMMARY

This study surveys and analyzes those special, innovative services which have been extended by public libraries to poverty-stricken neighborhoods.

Part I reviews the underlying philosophy and approaches which have influenced library-related projects and programs designed to assist the deprived to break the cycle of illiteracy, ignorance and poverty by providing readily accessible materials and services.

In Part II and III (And Appendix One) examples of the relatively few out-reach programs now being conducted in neighborhoods are described and their operations analyzed.

Part IV contains the conclusions indicated by the survey, together with critiques submitted by:

Alfred J. Kahn, Professor of Social Work, Columbia University School of Social Work

Peter G. Kontos, Director, Princeton University Cooperative School Program

and

David G. Salten, Executive Director, Federation of Jewish Philanthropies

In brief, the study found that:

1. Most existing library-related services to poverty areas have been initiated and carried out unilaterally by the library with Library Services Construction Act funding, because few community action agencies yet realize that the library can be a resource and vehicle for social change.

2. In organizing and administering a library neighborhood project, barriers to the use of existing resources are considered; traditional procedures are waived; programs are geared to supplement the work of other agencies; neighborhood residents are consulted and served on a person-to-person basis.

3. Library-related centers use neighborhood residents, paid and volunteer, and provide in-training opportunities.

4. Multi-media materials are related to activities; parental involvement is a key factor.

5. Urban centers should have ground-floor, "storefront" space and serve a three to eight block area.

Part IV recommends a three-phase national plan for library-related multi-media cultural and educational neighborhood centers, and includes a model center.

The extension of such resources and services by existing library systems is also recommended.

The surveyors for this study were:

Bernice MacDonald, Principal Librarian, New York Public Library, Grand Concourse Regional Branch

Doris Watts, Assistant County Librarian, Contra Costa County Library, Pleasant Hill, California

William Henderson, Institution Library Consultant, Michigan State Library, Lansing, Michigan

Elizabeth Cole, Public Library Consultant, Florida State Library, Tallahassee, Florida

Phyllis S. Burson, Director, La Retama Public Library, Corpus Christi, Texas

Gardner Soule, Assistant Director, Prince George County Memorial Library, Hyattsville, Maryland

Mr. Soule also served as research coordinator.

Peter S. Jennison, executive director, and Virginia H. Mathews, staff associate, of the National Book Committee were project supervisors.

The following Advisory Committee helped guide the research and formulate, in principle, the conclusions and recommendations:

Augusta Baker, Coordinator of Children's Services, Donnell Library Center, New York Public Library

Meredith Bloss, Librarian, New Haven Free Public Library

James E. Bryan, Director, Newark Public Library

Elizabeth Burr, Consultant, Children's and Young Adult Services, Wisconsin Free Library Commission

Lura G. Currier, Director, Mississippi Library Commission

Henry Drennan, Coordinator, Public Library Services, Library Services Branch, U. S. Office of Education

V. Genevieve Galick, Director, Massachusetts Division of Library Extension

Margaret C. Hannigan, Consultant, Library Services for Adults, Library Extension Division, New York State Education Department

Mildred Hennessy, Asst. Librarian, Queens Borough Public Library

Jean Lowrie, Dean, School of Library Science, Western Michigan University

A. Edward Miller, President, Alfred Politz Research, Inc.

Katherine L. O'Brien, Coordinator, Adult Services, Donnell Library Center, New York Public Library

Leo Rosten, Special Editorial Advisor, Look Magazine

Gardner Soule, Assistant Director, Prince George's County Memorial Library

Theodore Waller, President, Grolier Educational Corporation

Ruth Warncke, Deputy Director, American Library Association

Pauline Winnick, Public Library Specialist, Services to Children & Young Adults, Library Services Branch, U. S. Office of Education

I. BACKGROUND AND SCOPE

A. Premises

Oscar Handlin has written in his book *The Newcomers:* "In the last analysis the chief hope of the low-income nonwhite family is for some improvement in economic status. But, since the prospect for such an improvement depends on access to education, which in turn depends upon neighborhood resources, the result is a circular pattern of relation which for the moment leaves the individual helpless. On the other hand a breakthrough at any point opens the possibility of improvement in all three areas [status, education, and housing]."[1]

For immigrants from other countries the school system has provided the educational stepping stone to assimilation. But for most of those who inhabit the rural and urban pockets of poverty in the United States, poverty has become a way of life, a "culture."[2] Interwoven in this "culture of poverty" are patterns of alienation and anti-intellectualism that continue from generation to generation to separate the poor from the rest of society and from each other. The deepening of these patterns has created a situation in which formal classwork of any kind is resisted as depersonalizing and destructive to individuality.[3]

It is well known that the poor—as all of us—will accept help from those who treat them as persons of worth and will resist the worker who acts "as one having authority." Thus, there is need for an educational institution with an informal atmosphere which will meet the poor on their home ground and whose workers will give individual help on a basis of mutual acceptance.

Neighborhood "storefront" or other centers serving one or a combination of counseling, legal, health, or welfare needs have emerged, usually under Community Action Program (OEO) auspices.

In a few cities and rural places public libraries have established multimedia neighborhood centers and undertaken new, special educational services.

The public library has long been thought of as a middle-class institution with book stock, staff, and catalogue system geared to the needs of the businessman and club woman already motivated and skilled in the use of indexes and other services. Some library directors have argued that their staffs and book stocks were too overworked to seek out the unmotivated and unskilled. Other librarians, such as those writing for the recent compilation of library-community activities, *The Library*

---

[1] Oscar Handlin, *The Newcomers.* Harvard, 1959, p. 88.

[2] United States Department of Health, Education and Welfare, Welfare Administration, Division of Research, *Low-Income Life Styles.* G.P.O., 1966.

[3] Frank Riessman, *The Culturally Deprived Child.* Harper, 1962.

Reaches Out,[4] report a variety of projects operating even without the federal funds which became available to rural areas in the middle 1950's and to other areas in the 1960's.

The projects reported in that volume and in the reports of the investigators for this feasibility study of innovative, library-related, multimedia neighborhood centers and services in poverty areas offer hope that such services can effect the kind of breakthrough cited by Handlin. This study is not an exhaustive inquiry into the causes and cultural traumas of illiteracy, ignorance, and poverty or the consequent waste of human resources or the social conflicts engendered, nor of Community Action Program-sponsored neighborhood centers generally. All of these problems and remedial efforts are delineated elsewhere and are the subject of continuing research and attention.

We do, however, here refer to the premises upon which this limited study proceeded.

1. *Alienation of the "two cultures" of poverty and affluence and the urgent need for bridges of communication.*

2. *The essential contribution of books and related media, materials, and services in bridging this gap by reinforcing other community efforts and serving as arsenals of educational, vocational, and recreational help and life enrichment for the individual.*

The importance of reading and of one's attiutde toward reading has been recognized as especially significant in a variety of studies of scholastic and vocational success. Enabling a member of the poverty "culture" to gain power over the symbolic systems of the affluent "culture" improves the possibility of breaking the cycle Handlin describes.

3. *The inability or unwillingness of those within the poverty culture to seek out or accept the kinds of remedial library services that may be available now or in the future.*

Robert C. Wood, Undersecretary of Housing and Urban Development, has observed that the public library, which was part of the trip up the tenement trail for the children of Irish, Italian, and Jewish immigrants of the 19th century, does not loom large on the horizons of today's poor migrants to the city from the South. While yesterday's bright child from the slums could read his way out of his plight by diligent patronage of the neighborhood library—and was urged to do so by his parents—today's rural migrant often does not know that the library is there.[5]

The following extract from Herbert J. Gans' chapter "The Public Library in Perspective"[6] is especially relevant:

---

[4] Kate Coplan and Edwin Castagna, *The Library Reaches Out*. Oceana, 1965.

[5] Reported by Mary McGrory, May 20, 1966.

[6] Herbert J. Gans, *The Public Library and the City*. The M.I.T. Press, 1965.

In low-income areas, which are increasingly important in the changing metropolis, this middle-class library is unsatisfactory. Here a library is needed that invites rather than rejects the poorly educated person, with book stock, staff, and catalogue systems that are designed to help him read. It should be geared to two types of readers: the small number who are already motivated, and may even have the middle-class values and skills that are prerequisite to using the library and, more important, the much larger number of people who cannot afford paperbacks and who would like to read but are afraid or scornful of the ethos of the middle-class library. There is a third group of potential users here, adults who cannot read well but would like to learn. The library should teach these people or work with adult education agencies that could teach reading.... Most important, as Riessman points out, the library must be a permissive, inviting place to the low-income population that is now so numerous in the American city.

In areas populated largely by older people the library might provide more reading rooms, stocked with newspapers and magazines as well as books. Here lonely people could come to read and to converse in a kind of informal community center, perhaps in a storefront that would provide companionship as well as reading.

4. *The limitations of personnel, facilities and financial resources which prevent extension by the majority of urban or rural library agencies of services beyond traditional patterns.*

Society's demands for information, at all levels, from preschool programs to the most exacting research projects, have overtaxed and overburdened the nation's libraries and their capabilities in serving accelerating public requirements. The very large infusions of new federal funds are of relatively recent origin and are only now beginning to show concrete results. Confronted with crippling shortages of funds and personnel, libraries have stretched their resources to the maximum in trying to serve their various *existing* publics and users. Despite this, many library systems have reached out to a whole new class of nonusers, evidencing the leadership, imagination, and flexibility inherent in the library profession, and demonstrating the potential of the library as an *on-going* cultural institution which is too often overlooked and underrated as an agency for constructive social change.

The existing examples of innovative services by libraries to the nonuser show:

a. An awareness that the awe and suspicion with which most traditional, middle-class institutions are regarded by the poor can and must be allayed.

b. That when library resources and services are extended and adapted to poor neighborhoods, they are used.

c. That resistance to "authority" can be overcome, and help accepted, when library workers are appropriately trained and motivated to meet their clients in a nonjudging atmosphere at the neighborhood level.

Library services and programs which have won response from poor neighborhoods are characterized by aggressive, inventive, highly flexible and personalized approaches to *individuals* within the disadvantaged community. The libraries which succeeded in reaching nonusers were those which related books and other media, services, and materials to real life situations and needs within the experience of individuals in the community served. Such libraries recognized that effective service requires community-directed action as an agency that is ready and eager to reshape its program to the needs of the clients, rather than trying to fit the clients into existing program patterns.

B. Scope

The field investigations and surveys for this study spanned 91 man-days and encompassed 33 communities in 19 states, between the period June 1 and September 1, 1966. Additionally, the investigators and supervisors of the project had access to files of relevant proposals, contemplated, submitted, and rejected, and to the growing body of professional research and literature in the library field.

An example is the "Inventory of Library Programs for Disadvantaged Youth," prepared by the Subcommittee on Library Programs, Committee on Library Services for Disadvantaged Youth, Young Adult Services Division, American Library Association. These collateral efforts and the full and enthusiastic cooperation of library administrators and specialists with this study are further evidence of the willingness of a major sector of the library field to undertake "out-reach" programs responsive to the needs of the poor.

II. SELECTED STUDIES OF LIBRARY-RELATED PROGRAMS

Appended (page 36) are detailed reports of the response of selected individual libraries to the needs of the poor. One fact stands out: while a great variety of approaches and experiments are being pursued, New Haven, Connecticut, is the only city in which library-sponsored, library-administered multi-media neighborhood centers exist as an integral part of the regular municipal library system.

The other projects cited can be classified as:

1. Independent library sponsorship of special extension services utilizing existing branches or resources.

2. Cooperative library participation in neighborhood centers sponsored by other agencies or as component projects of various community action programs.

The special programs and projects selected for analysis from among all those visited are:

1. New Haven, Connecticut, Public Library
   The demonstration Library Neighborhood Center
2. The Enoch Pratt Free Library, Baltimore, Maryland
   Deposit collections of books in ten Community Action Centers
3. Brooklyn, New York, Public Library
   Community Coordinator Program
4. New York Public Library
   North Manhattan Project
5. The Queens Borough, New York, Public Library
   Operation Head Start
6. Pioneer Library System, Rochester, New York
   Research and interagency projects
7. Charlotte and Mecklenburg County Public Library, North Carolina
   Special programs in neighborhood centers
8. La Retama Public Library, Corpus Christi, Texas
   Community Action Programs
9. Cleveland Public Library, Ohio
   Reading Centers Project
10. Los Angeles Public Library
    Neighborhood center projects

III. ANALYSIS OF OPERATING PATTERNS

This section analyzes the principal patterns of auspices, administration, staffing, location and quarters, program content, materials, and forms of evaluation shown by this survey of existing library-related services.

A. Auspices and Funding

Since no over-all framework of OEO funding has yet been established, most of the projects surveyed have been financed under the Library Services and Construction Act. According to a March, 1966,

survey of 53 library systems by James E. Bryan, director of the Newark Public Library, a substantial number of metropolitan and county libraries have had trouble securing support from OEO offices. Others, the present investigators learned, are not yet aware that either LSCA or OEO funds may be available for new services to the poor. Frequent changes in OEO personnel and procedures have also been cited as inhibiting factors.

However, New Haven, Baltimore, and Corpus Christi report generally satisfactory experience with OEO-funded programs; the Door County, Wisconsin, migrant project was OEO-funded, but the Dodge County, Wisconsin, migrant project was supported under the LSCA.

Most LSCA-funded projects are unilateral in that they are designed and supervised by the library, with interagency cooperation at the program rather than policy-planning level. The Brooklyn Public Library Community Coordinators were, however, involved in the *initial* planning of cooperative programs—at the neighborhood level.

One basic problem persists: few community action agencies, public or private, think of the library as a resource and vehicle for change. The initiative for most of the projects surveyed here came from the library.

The library-related programs studied for this project have all depended on federal funding with the exception of the work being done in the Charlotte, North Carolina, library. Programs funded under the Library Services and Construction Act include those in Queens Borough, Pioneer (Rochester, New York), North Manhattan, Los Angeles, and Richmond, Indiana. Those operating under Economic Opportunity Act funds have included Baltimore, New Haven, Corpus Christi, and Kalamazoo. Brooklyn has had funds from both sources with LSCA funding the Community Coordinator project and OEO funding the summer 1966 project in which the library has supported the CAP-Youth in Action program.

The requirements of the two acts have had an effect on the planning, staffing, and effectiveness of the various programs. LSCA funds are applied for by the individual libraries through state library extension offices, while EOA funds must be applied for by a community or municipal office with a background of planning among several community agencies and residents of the target area.

The cooperative nature of the planning of those communities involved in OEO programs has carried over into daily operations, with the result that libraries involved in such programs report close cooperation and frequent consultation with other agencies. Cooperation between the library and the schools in both Corpus Christi and Kalamazoo has been especially effective in carrying out the purposes of the basic education programs of these two communities. The Corpus Christi library not only furnishes a large, carefully selected collection of books

of high interest and low reading difficulty for basic education classes, it also makes the books available to the classes by means of a bookmobile which visits each evening school on a regular schedule. Further, since many of the students must bring their children with them to class, the library has conducted story hours for the children to give them the "head start" that more literate parents provide. Literacy tutoring provided by the Kalamazoo Public Library's Reading Center supplements the formal night school classes given by the public schools. Both agencies share in the use of the expensive mechanical aids and reading materials purchased with Title II-B funds but housed in the Reading Center.

Cooperation between libraries and other agencies in projects funded under LSCA auspices has been more on a program level than on the more basic planning level. LSCA projects have also tended to use existing library quarters rather than to seek new outlets as the Baltimore and New Haven OEO projects have done. The projects in North Manhattan, Los Angeles, and Queens Borough have all continued to depend on branch library facilities. Administrators in these libraries have felt that their branches were already adequately located and large enough for new types of programs. Larger staffs, more services, and more abundant materials would be sufficient, they felt, to attract and hold the disadvantaged. Further, retrenchment in government funding would be less harmful to projects operated in city-owned branches than to those in quarters rented by a community action agency with OEO funds.

B. Purpose and Administration

Administration includes, in this context, the purposes of the programs studied as well as the basic organization used to achieve those purposes.

Most of the libraries which have set up special projects have done so to reach nonusers variously identified as "deprived" or "disadvantaged" on the basis of figures drawn from Census tracks or reports by local social agencies. The special difficulties acknowledged as preventing people so characterized from using the existing library facilities include: functional or actual illiteracy, distance of residence from existing library outlets, lack of awareness of the library's location and of the relevance of its materials and services, and low motivation or possible antagonism to the library as a public institution.

Purposes broader than reaching nonusers cited by libraries in the study included the Pioneer project's investigation of the needs of the "disadvantaged" and of appropriate books, films, and other materials; and the New Haven project's "neighborhood" center purpose: "New

Haven's Library Neighborhood Center is an experimental demonstration project designed to explore new ways of bringing books and other media of communication to bear upon individual and community needs for increased skills in communication, and for life enrichment."[1] The administration was confident that through the many activities and programs of the Center, library attendance and usage would increase; but such goals were not considered ends in themselves.

In carrying out their direct service purpose, all of the projects studied were found to be serving staff members of other agencies active in disadvantaged neighborhoods. Some of the projects, such as those in Rochester, and Baltimore, undertook this as a major objective and were able to gain wider use of materials and greater acceptance of the project's direct service activities.

Organizing to accomplish their purposes, these libraries have moved first to supplement staff support. Following appointment, the special project staff began making and developing contacts with other institutions and agencies active in the target areas, such as training and employment offices, Homemakers, YM and YWCAs. In some cases these contacts on the working level were preceded by participation of the library director on the official advisory level during planning of the basic city or county program. Directors in Corpus Christi; Ossining, New York; New Haven; and Charlotte, North Carolina, have participated in such planning. In the Pioneer project in Rochester the project director serves on the citizens' advisory board, and project staff have insisted that the closest possible involvement be maintained if the library project is to fulfill its dual functions: direct service to the disadvantaged and service to other agencies.

Through contacts with other agencies and direct contacts in the neighborhood to be served, project staffs began to learn the area and to develop preliminary ideas for materials and activities to be used.

Besides top-level involvement and active coordination of activities with other agencies, libraries have developed other forms of collaborative action. The Community Coordinators in Brooklyn are released from service in a branch so they can join community groups in order to bring library services into the planning stages of a wide variety of local organizations. The Adult Services librarian of the Venice Branch, located in a low-income section of Los Angeles, has taken up residence in the area and is able to make more informal contacts with his neighbors.

Other differences from conventional branch organization and operation have been developed by projects studied in this survey. In the conventional branch, personnel are considered fairly interchangeable; staff

---

[1] Meredith Bloss, "Take a Giant Step," in *Library Journal*, January 15, 1966, p. 323.

formulae depend heavily on current circulation statistics; book selection policies are uniform; classification, processing, and circulation details are standardized. In the projects studied much of the standardized detail of operation was re-examined and altered as personnel giving the actual service felt was most in keeping with the project's purposes. In terms of materials, for instance, paperbacks placed on racks in neighborhood centers in Baltimore receive no processing, no circulation record is kept, and no staff time is spent in retrieving books not returned. These changes were made to encourage the greater development of the "reading habit" by eliminating all barriers to use. Materials loaned to agencies by the Pioneer Library System project are for use by agency staff with their clients (whether Family Service, MDTA training centers, Homemaker Service, settlement house, or other), but staff members are not held accountable for material not returned by clients.

Much of the printed material for the person with reading difficulties is produced paperbound or in pamphlet form for easy handling and mass distribution and has, therefore, been ordered by centers in multiple copies. Libraries accustomed to maintaining records of materials that will assist in locating the materials among large collections and securing their return have adopted different practices in preparing these materials for public use. The most common practice in the projects studied was to use the same records and processing for project materials as for materials distributed from other outlets. Since projects using federal money must guarantee that the materials purchased will be used within the project only, these projects have taken steps to segregate materials. Corpus Christi has put a special bookmobile into service, which goes only to locations included in the project. Baltimore has used special markings that classify its project books by broad subject groupings. These "reader interest" groupings and the card for recording the loan of materials are unique for this library outlet. Adding the special cards and markings, however, has had to be done by the project staff itself. Although this processing time is also used for in-service training, it limits the hours that service is extended in project library centers. The special routines also inhibit the widespread use of materials from the main library collections, and to this extent tend to isolate the project from its parent institution. In Brooklyn, on the other hand, the "sidewalk service" van does not maintain or publicize a fixed schedule of stops; therefore, books borrowed by passers-by must be returned by them to the nearest regular library branch. *Potential losses are felt to be outweighed by the integration of new borrowers into the main library's regular service system.* The service has not been in operation long enough to have compiled any figures on rate of book loss.

C. Staffing

Staffing patterns of the projects studied fall into two types. First, supplementing regular branch service in order to draw present nonusers into normal branch use. Examples of this type are Los Angeles, North Manhattan, and Brooklyn. Second, special projects designed to create a new service outside traditional branch operations. Examples of this second type are Corpus Christi, Baltimore, New Haven, Rochester, Kalamazoo, Richmond, and Queens Borough.

Projects of the first type are all LSCA projects with staff hired to increase usage of conventional services by working outside the library in the community. Staff for these projects have all been professional (plus the necessary secretaries and processing staff for books added to sustain increased activity) and can be absorbed into the regular staff when the project ends.

Projects of the second type have drawn on new sources of personnel. Primarily these are personnel recruited under OEO programs, although Queens Borough's Head Start program is carried on by 40 librarian aides, working half-time, recruited, trained, and supervised through regular library channels. Baltimore in its first year of operation needed manual labor to process books, set up shelving and collections in the neighborhood centers, and to perform other work. Seven high-school-age boys assisted in this operation, two of whom were drop-outs working under the Neighborhood Youth Corps, and five of whom were in the High School Work-Study program. In the spring of 1966 the need to staff center collections, when established, led the project director to select nine women who had applied for Work-Experience training. These nine plus eleven added during the summer have been trained as library aides to process books, to read stories to children, and to perform other necessary work, and beginning July 1 were assigned to centers. Processing and training take place at the office headquarters of the project during mornings. In the afternoon the aides work in centers, two being assigned to each of the ten centers. Responsibility for making policy and planning contacts with center staff and with the staffs of other agencies active in the area is borne by the professional staff. The professional staff also handles all book selection for center collections as well as other collections, such as those provided for day-care centers, Head Start classes, job counseling offices and Homemaker Service workers. Further, the professional staff provides all direct service outside the centers: film programs, story-telling, field trips, and talks to neighborhood groups. This is a heavy load, and pressure at the children's service level has led to a request in the 1966-67 budget for an additional children's librarian.

The Baltimore staff formula on a full-time basis for ten neighborhood

centers is three to four professionals, two clericals (including office secretary and part-time work-study help), and twenty neighborhood aides: about two and one-half workers per center. This contrasts sharply with the New Haven formula, which budgets six full-time positions in each center. Of these six, about one and one-half are professional, two positions are filled by part-time high school students hired independently or from Work-Study programs, one position is filled by part-time clerical workers (mostly indigenous personnel, high school diploma not required). The remaining one and one-half positions are filled with college students, either College Work-Study (OEO) or Antioch College work-study students, who conduct the many activities carried on in each center. In addition, the centers have attracted a number of volunteers from the neighborhood, from Yale University, and other colleges. These volunteers assist with the tutorial program and with special "one-shot" center programs.

The difference in staffing formulae is only partly due to the difference between the spectator type of program and involvement based on handicrafts, educational games, and other book-related activities. Richmond is providing such activities with supervision by six high-school-age young people from the neighborhood working hours equivalent to one full-time position. The difference is in intent. Instructions to the staff in Richmond and New Haven stress personal involvement. New Haven requires one type of community contact each month, such as calling on another active community agency or knocking on doors to introduce the center's services and the worker himself. Mrs. Harriet Bard of the Richmond library insists on personal acquaintance; "Know their names and all about them." Her formula for a successful staff is ". . . never have anyone but live staff in these [neighborhood center] libraries—the sort of people all librarians ought to be anyhow: imaginative, flexible, dedicated, with humor and a great knowledge of books and what's inside them, not just what the blurb says."[2]

Another ratio significant in the projects studied is that of professional to nonprofessional. Conventional library services use one professional to three nonprofessionals as a rule of thumb. Library-related projects operating in neighborhood centers are approaching a ratio of one to four, with New Haven exceeding this when the number of volunteers is added. The significant personnel are not the volunteers; many libraries use them to provide "extras" for service and programs. The added personnel are the indigenous workers who both extend the effectiveness of the highly trained professional and are hired and given in-service training in order to make it possible for the city library to

---

[2] Harriet Bard, "Reaching the Unreached," *Wisconsin Library Bulletin*, January-February, 1966, p. 8.

decentralize materials and services to neighborhoods in need of a more concentrated approach. Since the critical factor in service to disadvantaged neighborhoods is personal acquaintance, and since this acquaintance is costly in terms of staff time, training indigenous personnel to serve neighborhoods they already know is a logical step in terms of cost as well as effectiveness.[3]

When service actually began in centers or other library outlets, libraries had to find ways of informing neighborhood residents of activities and services. Knowing the suspicion and alienation of people who have lived for years or perhaps generations on a low-income basis, library project staffs have developed a variety of innovative means of informing residents about the project's programs. Libraries have traditionally used news releases and printed flyers handed out to library users from the loan desk. However, off-beat radio spots on rock 'n' roll stations have been used in Baltimore, and in Brooklyn tape recordings of Martin Luther King's speeches and announcements of library services have been played over loudspeakers between jazz recordings.

Methods of personal staff contact are even more varied. In Watts (Los Angeles), Baltimore, and New Haven staff members knock on doors to introduce themselves and describe services. At other times they stop at local grocery stores or laundromats to talk to people. Staff in New Haven emphasize walking and talking to people on the sidewalks. The small mobile book vans operated block to block in Baltimore and Brooklyn allow staff to show residents what materials are available, to explain the project services, and to loan the materials on the spot.

D. Programming

Patterns of programming in the projects surveyed are: programs responsive to the life experience of different age groupings and programs appropriate to various locations. The principle of individual *participation*, as distinguished from spectator programs, is fundamental; *sustained* programs are very much more effective than "one-shot" efforts, provided a strong element of *variety* exists within them. Flexibility based on day-to-day observations of response is also a must.

In this survey of programs currently operating the surveyors noted five types of library programs to which the poor and others unaccustomed to library service have responded:

1. Provision of easy-to-read materials for adults learning to read, and information and guidance in literacy training.

2. Head Start programs for preschoolers to introduce words and concepts, as well as books, to children of culturally limited backgrounds.

[3] *Cf.* Arthur Pearl and Frank Riessman, *New Careers for the Poor.* Free Press, 1965, p. 22.

The Operation Head Start of the Queens Borough Public Library antedated by some months the broader, multi-service Project Head Start of OEO.

3. Participatory word, concept, and manual and artistic skill activities and programs for elementary-school-age children.

4. Participation programs for teen-agers, often of the manual and artistic skill variety and with emphasis on life and career preparation.

5. Community information services—in accessible nonlibrary locations.

6. Mobile services—adaptations of traditional bookmobile extension services.

The library programs for those handicapped by their environment have been designed to increase reading skill and pleasure through practice, provide motivation, and reduce obstacles to the use of books and libraries.

Full participation of all concerned characterizes Queens Borough's Operation Head Start, the public library's picture book program which was funded by the Library Services and Construction Act in February, 1965. Of major significance is the involvement of parents, primarily mothers, in the learning experiences of their children. In its application for LSCA funds the library cited as its objective:

> to bridge the gap between the home and the community in concentrated areas where home backgrounds deny the young child an early introduction to books, and in so doing to give these children an equal reading readiness with others at the very start of their formal schooling. Simultaneously, the informal atmosphere of the library will be used to maximum advantage both in making reading socially acceptable to the children and in winning the confidence of their parents with the objective of providing continuing book selection guidance.

The program serves children three to five years of age and their mothers. Trained library aides read specially selected picture books and involve children in finger plays, sitting games, short verses and/or songs for 20 to 25 minutes. The remainder of the weekly hour-long program is devoted to talking to individual children and their mothers, helping them to pick out books to take home, and general browsing. While the story program is going on, mothers are involved in informative group meetings which include discussions of budgeting, health, nutrition, and child care. An abundance of books and free pamphlets on these and related subjects are on hand for the mothers to use or borrow to take home.

These Operation Head Start programs are carried out in ten areas of Queens Borough chosen after a community survey of high unemployment, low academic averages of in-school children and high concentrations of minority groups. The outline and procedures for parent pro-

grams were developed after six weeks of informal contact with parents of children participating in the project.

Conventional library programming for children in the six-to-twelve age range has featured such things as story-telling, puppet shows, and more recently, film programs. Since most of the homes in the target areas lack games and other informal learning aids common to more advantaged homes, several of the projects surveyed have added a wide variety of games, handicraft, and skill activities for elementary-school-age children: blocks, map puzzles, checkers, dominoes, and other word games. Poverty areas are notably lacking in scouting opportunities, 4-H and other club programs and activities for the six-to-twelve age groups. Almost any activities which are not essentially athletic, are not highly competitive, and which require a variety of resources for rules, directions, and ideas have been especially appropriate and popular in library-related programs. Learning potential is great when such activities relate to individual experience and need and are conducted in an easy atmosphere, a comfortable, nonjudging situation in which each child is listened to and appreciated.

The experience of the library staff in the Richmond, Indiana, Boys' Club is also to the point. "At first the boys came into the library for brief periods, then left. The same boys did this several times in one evening. Then we began book-related activities, paper-folding, acting-out games, spelling and arithmetic games. The books we used were immediately in demand . . . we quickly learned that participation of the boys was a necessity for any kind of success."

Additional activities in the New Haven Center have been in line with the library's objective of creating a "community focal point." These activities include small clubs for handcrafts, art, music, and language, with such titles as "Fun with Spanish" (taught by a young Peace Corps returnee), Science Club, Musical Variety Hour (with two volunteer musicians), and "Knitting and Discovery—with Books." The Puppet Club, in which children adapt stories they like and put on shows, has been one of the most effective library-related programs. It involves children in a hunt for highly dramatic stories from the book collections, suggestions from books on puppet construction, and guidance from the club leader in accepted English usage and clear diction, "so the audience will understand what is being said." The audiences for the puppet shows were the largest for any program put on during the first year, averaging over a hundred for each of five shows. Later, to keep the spectator aspect to a minimum, the audience was limited to twenty-five.

Programs involving people of different age groups—child, parent, grandparent—are extremely valuable for the opportunity they give to children to observe their parents, often for the first time, in common, impersonal interaction with other adults.

The teen-age group, with its rapid changes and rebellion toward adult convention and "organization," has presented the most difficult programming problems. Continuing efforts to "make contact" and strike up acquaintance by simply talking with teen-agers about sports, hobbies, animals, and books have been found to be most effective in several projects. Others have used an occasional short series of programs developed in conjunction with a youth board or individual young people.

Programs for teen-agers in disadvantaged areas which have received the best response have been those involving identification either with a racial or cultural hero or with another teen-ager, and preparation for adulthood. The sense of identification has been felt in response to film showings in various libraries of such titles as *The Rafer Johnson Story*, a film of the Olympic Decathlon champion, and *Satchmo, the Goodwill Ambassador*, portraying Louis Armstrong; to featured speakers, such as Jim Parker of the Baltimore Colts, who spoke to teen-agers in a Community Action Center in Baltimore; and to the Fashion and Talent Show presented at the Davenport Library Center in New Haven.

Teen-age talent shows and charm schools have been popular in New Haven. The combination film-speaker-book display, though not new, has been effective in Baltimore neighborhood centers, where the speaker may be a local sports hero or the film may show the life of an Olympic star, jazz musician, or other appealing personality. Simple weekly film programs to which teen-agers can drop in have been effective opportunities to get acquainted. These programs may develop sophisticated viewers ("able to watch a 30-minute film with nothing on the sound track but music," according to Baltimore's CAP staff) or a teen-age film board, which in Richmond, Indiana, selects the films but has to bear the criticism for duds.

Popular services for teen-agers preparing for adulthood include job clinics such as those begun by the Venice Branch of the Los Angeles Public Library and the Career and College Club, which meets every two weeks in the branch library in the Brownsville section of Brooklyn.

Cooperative programs using staff and resources from several agencies have been tried in many areas. In connection with the job clinics in Los Angeles, mentioned above, a State Department of Employment worker screened local teen-agers and placed many in jobs. Cooperation of high school guidance counselors in Hempstead, Long Island, led to a High School Equivalency Diploma program in which information and assistance were provided by the public library to drop-outs whose names were supplied by the guidance counselors.

Another aspect of programming for teen-agers is the provision of study centers for disadvantaged youth lacking suitable study space or the reference materials common to most higher-income homes. Such a

center is the one in Corpus Christi, Texas, where 650 students a week study after school under the tutorship of teen-age volunteers and use the 1,000-volume book collection maintained by the public library of that city. Brooklyn's Homework Study Project, seen by investigators for this survey, has been funded by OEO to supply certified teachers to assist both elementary and high school students in seven to nine study centers located in empty storefronts throughout the city. These centers are being equipped with collections of books selected with the cooperation of the city library but bought with Project funds ($10,000) and processed by Project staff.[4]

Another promising program for young adults has been the nurturing of creative writing talent. The project begun by Budd Schulberg in the community coffeehouse in the Watts area of Los Angeles has already been given national magazine and television publicity and shows that a community center is a natural location for such a program. Less well-known but equally effective was the work of Mrs. Carolyn Bull with members of the Blue Angels gang and others in the Arlington, Virginia, Public Library. The Arlington project started in 1963 when a probation officer called Mrs. Bull, the young librarian, to get help for a boy who was in danger of violating his parole. Her friendly questioning of the boy led to his admission that he wrote short stories and that he had friends who wrote. A group of twenty, mostly gang members, was eventually gathered for weekly meetings in the library to read and discuss their own writings and to publish an anthology called *The Walkers.*

Adult literacy programs include a variety of services supplementing the formal classes being carried on by school systems across the country. The Kalamazoo Public Library's Adult Reading Center, for example, provides literacy teachers with instructional materials and aids, information about training courses and space in the library for classes and service to literacy students. Such service includes provision of self-help material, supplementary books and professional, skilled reading guidance. The Center's cooperative program has included radio and TV programs and announcements which have brought in adults for training in tutoring techniques and students for both the basic education classes in the night schools and the individualized tutoring sessions in the library. The Center director, Mrs. Marian Spencer, reports that approximately 500 adults have received literacy training since the Center opened two years ago and that many who have never held jobs before have found employment.

Other city libraries are carrying out similar activities to reduce illit-

---

[4] See also "Study Centers and Public Libraries," prepared by Young Adult Services Division, American Library Association, July, 1966. (Mimeographed)

eracy, such as the materials and counseling centers operated in depressed areas by the Cleveland Public Library and the Corpus Christi Public Library's bookmobile, which visits sixteen schools where adult basic education classes are held. The LARK (Literacy for Adults and Related Knowledge) Foundation now operates in seventeen states; it began in 1957 with the Yakima Valley Regional Library, the Washington State Federation of Women's Clubs, Teamsters Union Local Number 524, and the inspiration and leadership of Mrs. Mary C. Wallace, a local citizen.

Information service is the public library's oldest adult service. With its directories of social agencies, community activity calendars, and telephone reference services, the public library that is accessible has long served the disadvantaged needing a single place to start their hunt for services for the blind, homemaker services, scholarships, housing laws, bus routes, and many other needs.

Realizing that this service is little known, libraries are finding ways to get information out into disadvantaged sections of their cities as well as to publicize their reference services. The Brooklyn Public Library's "3 B's" project places small collections of paperbound reference books in bars, beauty salons, and barber shops together with a poster giving the phone number of the Library Reference Department, where more information can be obtained. The Akron Public Library has established an Opportunity Information Center which provides pamphlets and simple books on consumer problems, household arts, and literacy self-help materials. The Center maintains a file of resources in the community of educational, recreational, vocational, and academic opportunities in order to help people locate services and activities open to them. A third method of getting informational materials into the hands of the disadvantaged is through depositing collections with the staffs of other agencies. The Pioneer Library System's (Rochester, New York) project has placed appropriate books with Family Service workers, MDTA training centers, Homemakers, and medical clinic staff members. These workers find that library materials reinforce oral explanations and instructions and provide useful reference for other members of the client's family as well as neighbors.

E. Materials

Antipoverty agencies which have not developed close ties with local library services are obliged to duplicate the materials libraries already have. Or, if not assembling and organizing materials, they must write their own consumer, homemaker, job counseling, and other guides—or do without them.

Agency staff time is costly, and printed or even mimeographed in-

structions are obviously helpful as a teaching device and as a reminder and reinforcement. Further, written materials from which people can learn by themselves are a necessary adjunct to developing initiative and confidence in those who are being helped to build a better life for themselves. Just as people need—and want—to learn money-making skills, they also need and want to learn the skills of running a home, raising children, and developing themselves as individuals. The educational and cultural materials available in library-related centers are essential self-help tools in developing these skills.

Most of the types of materials commonly used by libraries are being used in such centers. Some, however, are being used in new ways, and there are other materials quite new to libraries, such as games, puzzles, and handicrafts. Commercial counting and spelling games that involve counting spaces on a playing board or building words in crossword fashion are just as appropriate to children's quiet play as are the counting and spelling books commonly found in picture-book collections. In addition there are a variety of puzzles which teach parts of things and games that teach associations—all of these valuable to reading-readiness and ease in handling word and number symbols. Above all, the games and books provided in library-related centers supply practice, as do school materials, but since libraries emphasize variety and content, the supplementary materials being used in these centers provide enrichment impossible with the staff time and materials available at most neighborhood schools.

If "suitable," in books and films, is taken to mean materials with easy vocabulary, with a story involving people and events with which poor people can identify and illustrations of things and surroundings they will recognize and understand, then the present range of "suitable" materials is not great. The first problem facing library neighborhood services, therefore, has been that of gathering materials. Corpus Christi, Charlotte, Kalamazoo, Pioneer—all have spent considerable time in assembling lists of useful materials. Selection has leaned most heavily on juvenile nonfiction in which useful information is given in large type, simple English, and in a short space.

Next most heavily used have been specially written materials produced for this purpose by government agencies, such as the Immigration Service, Employment Service, Home Demonstration Agencies, and others. Finally, materials produced by commercial publishers have begun to be used as they have appeared in quantity: some as textbook division products written for use in basic education classes, others selected from publishers' backlists by teachers and others who have had experience working with the disadvantaged.

Among nonbook materials, films have been most appropriate to programs for the disadvantaged. For those with reading problems, direct

visual communication is essential. This medium has appealed especially to teen-agers. In Richmond, where a teen committee helps choose the films, the subjects run to Biblical (historical), horror and science fiction, and racial films. Baltimore has also had a good response to films dealing with racial problems and to a series on the history of comedy. Several projects report showing films out of doors, where the audience feels more at ease than in a strange auditorium, and individuals feel free to come and go according to their own interest and attention span.

Most projects have gone beyond the straight showing of miscellaneous films to incorporating films into special programs tied in with a speaker, audience discussion, and book displays. The emotional impact of a film serves to gain attention, arouse feelings, and bring into discussion personal points of view, opening the way to further learning.

Another medium, the phonograph record, now a common library resource, is also being used in disadvantaged projects. The staff of the New Haven Library Neighborhood Center find that records played as background music provide a welcoming atmosphere—especially for adult programs and activities, such as foreign-language clubs. Rock 'n' roll records are an essential part of teen activities. Records for children's programs, however, have proven unsatisfactory—especially story-telling records. Children miss the personal contact and become restless. Queens Borough's "Operation Head Start" has used a few musical recordings for rhythm activities during preschool story hours.

Art and photographic exhibits have been used as a medium of communication in centers. The opening of an exhibit, especially one involving local artists, has been found to draw many new people to the center. (New Haven's LNC drew 375 people to exhibit openings during its first year.) Further, just as staff members in some centers have helped children communicate their experiences with books, so art exhibits have been used in the same way. Drawing from a child his reactions to paintings or photographs creates a closer tie with a staff member and encourages the child to look and to gain confidence in expressing his feelings.

The work of Budd Schulberg in Watts and of Mrs. Carolyn Bull in the Arlington, Virginia, Public Library in encouraging disadvantaged and rebellious young adults to write out their anguish and frustration in stories and poems has given young adults an opportunity to create their own materials. These speak more clearly than anything else to people who follow them looking for a way to come to terms with the deprivations of slum life. Such successes as these depend on personal identification with an available writer or an accepting atmosphere in which creative young people can bring into the open their private thoughts and experiences.

The most effective materials in gaining the attention of the disadvan-

taged will be those created by people who have lived slum life and surmounted its barriers for themselves (*Manchild in the Promised Land* by Claude Brown, for example). The most effective use of materials requires the involvement of neighborhood residents in choosing materials for reading, viewing, and listening. Where materials and programs are chosen by center staff—no matter how knowledgeable and empathetic—the only choice left to neighborhood residents is whether or not to attend. Instead of representing a step toward a personal breakthrough, attending has no meaning; it is merely a continuation of the same old spectator role.

F. Quarters

Existing library-related projects for the disadvantaged show a wide variety of locations and quarters. Those relying on normal library funds or LSCA grants, such as North Manhattan, Queens Borough, Los Angeles, Kalamazoo, and Cleveland, have used space within one or more branches in the library system for such projects. Such projects have been largely staffed by professional librarians or at least people with college educations, and special collections of materials have been assembled—often materials not available at other branches. The *traditional* atmosphere of the branches and the traditional backgrounds of the staff have apparently not inhibited resident participation, but projects operating outside library-based quarters hold greater long-range promise.

Projects depending on OEO funds include those in Baltimore, New Haven, Corpus Christi, and Brooklyn; the first two of these are operating from community centers and the last two are using mobile vans to bring library services to points of greatest need, in innovative ways.

The basic principle used in selecting sites has been that of accessibility. The Community Action Program in Baltimore regards the effectiveness of its centers to be limited to a radius of five blocks. Richmond, in a geographical study mentioned under "Evaluation," has used three blocks as its radius of greatest effectiveness. Further research is needed, however, since the development of "neighborhood feeling" takes place within invisible as well as visible barriers. Observations of investigators for the present study indicate neither the actual location of the center within the neighborhood or the physical characteristics of the quarters —storefront, rented house, or branch library—is as important as the "empathy," "openness," and "accessibility" of the staff. If they are accepted, the quarters will be accepted.

In order to give them greater visibility, however, certain physical conditions are important. New Haven's former supermarket center is more effective than Baltimore's rented houses. First, because the store-

front has larger windows, which help the timid or reluctant person to see what is going on and gain reassurance. Second, the storefront center is all on one floor, at sidewalk level.

The same principle operates in mobile service. (Some 1500 bookmobiles are established library-service elements.) In Corpus Christi the van comes to the school, where adults in the basic education classes must leave their rooms to make use of the service. In Brooklyn the van parks at the curb and a table, chair, and display racks are put out on the sidewalk, so that the project gets maximum visibility. During its first year Baltimore used a small van with paperback racks hanging on the outside and a large sign fastened to the top.

Decentralized, informal lending stations, such as one conducted in the out-patient department in Metropolitan Hospital, Cleveland, which developed a children's story hour also, illustrate imaginative "outreaching" locations. The use of bars, beauty and barber shops as information service locations in Brooklyn is another means of reaching out effectively.

School buses fitted for showing films and conducting related programs have been tested by Weston Woods Studio in Appalachia, New Jersey, Michigan, and elsewhere.

G. Evaluation

Investigators for the present project have found evaluation of library-related projects for the disadvantaged to be inadequate. Libraries are accustomed to keeping statistics of materials loaned and of new borrowers registered. However, there is seldom any analysis of the use made of materials or of the income level of the borrower. Such analyses have been considered invasions of privacy by librarians, and the design and conduct of an objective sampling too costly.

Instead of trying to determine whether the materials loaned have actually been used and, if so, how they helped the borrower, librarians have depended on records of how often materials are borrowed and the number of people who take part in library-related programs. Since popularity is not an accurate gauge of effectiveness, new methods of evaluation are being sought.

Richmond, Indiana, has reported a geographical study: analysis of daily attendance sheets led to a listing of 200 names of children of elementary age. Of this number 100 appeared to be regular visitors (a minimum of once a week) to the library of the community center located in a disadvantaged neighborhood, and 40 were consistent readers (at least a book a week). "A geographical study of these children reveal that 62 of the regular library visitors live within three blocks of the Center and 38 live beyond three blocks. Of the regular users, 29 live

within three blocks and 11 live more than three blocks away. This indicates to us a definite pattern of neighborhood use of the library, proof of the need to bring library service directly to the people within their immediate environment."[5]

The librarians in Baltimore's Community Action Project count circulation (number of books loaned), attendance at programs, and registration (number and names of people signing up for library cards). The director of the library project could not attempt any analysis of statistics or any evaluation of results: 32,886 books circulated, 2,903 people registered, and 8,910 people who had attended programs, during the period November, 1965 to June, 1966.

The New Haven Library Neighborhood Centers have also recorded circulation, registration, and attendance at programs; and since these centers conduct activity programs on a regular basis, they have recorded the number of times each activity meets and the number of participants. This last statistic has proved a valuable measure of effectiveness since it shows average attendance and also shows whether attendance and participation are being sustained. Program leaders and center administrators watch monthly averages and subdivide groups that grow too large or eliminate activities when the group grows too small.

Corpus Christi has also recorded circulation, registration, and story-hour attendance. Dr. A. C. Murphy of the University of Texas has reportedly acknowledged the difficulty in making an assessment of the library activity, but has noted the enthusiasm of the librarians and the value of the bookmobile service in stimulating library awareness and as an aid in the teaching-learning process.

The investigator who studied the Queens Borough Library reported numbers of programs and estimated attendance at about one-fifth of the poverty children of Queens. A study of sustained attendance showed that regularity of attendance had not fallen below 50 per cent or exceeded 75 per cent in the ten branches involved. The different methods of keeping attendance records in the New Haven and Queens Borough libraries, however, prevent any comparison of regularity.

Evaluation of the adult services program in Charlotte is facilitated by statistics on registration: The director reports that "2,000 of the 2,550 adults enrolled in the basic adult education classes are now registered borrowers." Close, sustained contact between the library and the adult basic education classes is suggested by this statistic. A follow-up study of library use and continued reading of any kind would be a valuable project.

---

[5] George Bard, librarian, Report to the Board and Executive Director of Townsend Community Center, dated March 23, 1966.

Two of the programs studied have incorporated evaluation procedures into their projects: Queens Borough and New Haven. The Queens evaluation forms are part of their *Manual on Programs for Parents*, and one is for parents to use in evaluating the eleven programs which precede the evaluation session. It asks for subjects and types of programs considered most or least interesting, as well as suggestions for new topics and timing of future programs. The other form is for program leaders to use in guiding revision of the program manual.

New Haven's evaluation outline was drawn up by Community Progress Inc. staff members, not by the library staff, and emphasizes descriptive comments rather than statistical information. Its six specific headings ask about involvement of neighborhood residents (how residents were informed; how many of the users were from low-income, minority-group families; then attendance by age and circulation); scope and content of programs and activities in terms of popularity; success of the center through objective and anecdotal measurements; use of residents in planning and conduct of programs, and their response, objectives, problems, and suggestions. This evaluation has not been completed.

IV. CONCLUSIONS

In summary, the effective patterns of special services identified by this study of library-related programs in poverty areas emerge as follows:

A. Auspices

Most existing "out-reach" extensions of library resources and services in slum areas have been unilaterally planned, supervised, and carried out by the library with federal Library Services and Construction Act funds allocated for these purposes by State Library Agencies.

Libraries have relied primarily on LSCA funding because it is more familiar and more accessible and has not posed difficult administrative and political questions as local or regional OEO funding is apt to do. Although many libraries beginning programs have sought interagency cooperation at the planning level, it has actually been effected, in most cases, only at the neighborhood operational level after the library's special program has gotten under way. It is obvious that few community action agencies, public or private, as yet regard the library as a resource and a vehicle for change, with the result that the initiative for most of the projects in which the library is actively involved came from the library.

It is interesting to note that response to a recent study of neighborhood information resources bears out the evidence in the present survey of the library's willingness to move into new areas of service and to adjust traditional services, materials, and programs to the needs of new users.

Alfred J. Kahn comments:

> The most unexpected (from my point of view) reaction to my recent Ford Foundation-sponsored study of *Neighborhood Information Centers* was the considerable response from librarians and library people on all levels. I had apparently underestimated the opportunities in this sphere. I was therefore fascinated with the possibilities inherent in the draft report on Library Neighborhood Services. The authors are certainly correct when, with reference to the libraries as community information centers, they state that this service is little known. Libraries were not visible as information resources at any point in our empirical work even though we knew of their use by British CAB's.

Peter G. Kontos, at present Director of Princeton University's Cooperative School Program, is among those whose interest and criticism helped to shape these conclusions. He comments: "The observation that local communities do not look upon libraries as places for institutional change is correct, but neither did local institutions look upon schools as instruments for change a few years back."

B. Purpose and Administration

Barriers to the use of existing library facilities by the people of a given neighborhood are recognized, identified, and studied.

Library neighborhood projects are designed to remove or overcome as many barriers as possible, both physical and psychological.

The purpose and objectives of the project are broader in scope than merely to attract new users or borrowers to the library.

Acceptance of the necessity of a "trial and error" approach is vital; there must be willingness to waive or adapt traditional administrative procedures, processes, and regulations.

Library operations are planned to supplement and support the work of other agencies and programs serving the neighborhood.

Policy is flexible enough to reflect the involvement of neighborhood poor people in the planning and carrying out of the project. Only through direct, person-to-person contact established with those who are to be served can an effective program be developed.

C. Staffing

The staff of a Library Neighborhood Center includes, in addition to

superior library professionals, nonlibrary professionals or specialists, especially those with group work, recreation, crafts, teaching, and social work experience.

Paraprofessional or subprofessional and clerical staff should be added and selected with an eye to the possibility of absorption into regular library staff if the project is concluded, or shifting to other library outlets from time to time for total enrichment of the system by their experience.

The staff includes neighborhood aides, trainees under other antipoverty programs (such as Neighborhood Youth Corps, Work-Study and Work Experience programs), and volunteers such as VISTAs or college students. Use of neighborhood aides, both paid and volunteer, strengthens the project's neighborhood ties and orientation.

Generally the ratio of one professional to four or more nonprofessionals replaces the conventional ratio of one to three.

In-service training for professionals, nonprofessionals, and neighborhood aides in the cooperative carrying out of their jobs is important and necessary. Community action agencies are resources for specialized training in the ways of the community for the library staff members who are undertaking new neighborhood responsibilities.

David G. Salten, former superintendent of schools in New Rochelle, New York, and now executive director of the Federation of Jewish Philanthropies of New York, offers the following comment on this point:

> There should be provision for financing training programs for the staffs. Most librarians are good-hearted but they could use a quick workshop in the social behavior of the disadvantaged and a few remedial-reading techniques. These both to be offered by competent, skilled professors before any program gets going in any area. . . . The personnel training programs should not be a financial burden to the cooperating library; the librarians and the local OEO director should plan for them together.

D. Programming

Basic principles of successful programs include participation by individuals; sustained level of activity varied as to content and presentation; friendly, interested staff able to fit the programs to individual needs; flexibility as to scheduling, duration, etc.

The interaction of people of all ages and varying interests and degrees of skill stimulates the desire to read when appropriate books are accessible. These should include everything from materials for preschool and elementary-age children to books for teens and adults.

Use of materials and activities can be planned so that they relate to

each other and to the life experience of users and potential users. Thus, recordings and tapes, pictures and games, films and TV programs, demonstrations, hobbies, and sewing classes are all bridges to each other and to reading.

Parental involvement in the activities and programs of their children is a key factor. Concurrent or related programs for parents and children (or, often, for mothers and children) are most effective. For instance, parents of Head Start preschoolers can learn about child care or homemaking in an adjacent room while children hear stories. Experience in sharing pictures, ideas, and words can be carried over into the home.

Provision of uncluttered space and quiet is important to children and adults who often live in overcrowded homes.

Supervision and help in study centers is characterized by nonjudging-atmosphere, and perceptive understanding by the staff member of what is needed in the way of assistance for those unaccustomed to asking for it.

Handcrafts, art, music, dramatic activities, exhibitions of participants' work greatly enhance the usefulness of the Library Center's program as do programs emanating from it, such as visits outside the neighborhood to concerts, public events, shows.

Programs of other agencies are reinforced and supplemented by the effective Neighborhood Library Center program; for example, legal aid, employment services, remedial reading or basic adult education programs.

Most important is library participation in the whole process of community change and development by interaction of the Library Center staff with other workers and agencies in planning and operating programs, in which the library stresses referrals to other agencies, joint events, Library Center visits, community meetings in Library Center, etc.

Staff members are mobile, flexible participants with neighborhood people, interested in the whole individual and not just tagging him with "problems" (as, "unwed mother," "man out of a job," etc.). Staff must be ready at all times to take Library Center services and materials outside into the streets or to other places where the people are.

Peter G. Kontos comments:

> With the advent of Upward Bound programs throughout the United States, it might be feasible to establish store-front study centers stocked with paperback books which could be used for local Upward Bound meetings and as tutoring and study centers for Upward Bound youngsters. It might also be possible to charge an admission fee for access to the study center by requiring that each Upward Bound student, or teenager that made use of the study center, would have

to bring and tutor one elementary school youngster at the center for at least one day a week.

David G. Salten comments on the lack of mobility referred to in the first section of this report:

> There was no discussion of the possibility of bringing the people to the already existing library facility and getting them out of the slum environment for even a short period of time.

He then cites two examples of libraries which run a free library bus around the library district on a regular printed schedule, one from 4 P.M. to 8 P.M. daily and all day on Saturday, the other all summer.

Referring to the early teen-age child (13-15), Mr. Salten comments:

> I feel that bringing these children into the library [free bus ride] for film programs, book talks, lectures about kinds and types of jobs available in the area, is important. I know a public library which worked out a ten-session group in cooperation with the high school; Adult Education paid for the leader, the Supervising Principal offered his prize-and-party fund for Cokes and pretzels and even offered to take the youngsters for a trip to the city in the school bus. The idea was to give the noncollege-bound people a feeling of importance. Reading and discussion groups at this age go over well.

E. Materials

Neighborhood Library Centers provide the first port of call and the entryway into the total library resources of the community, region, state, and nation. They put initial resources within easy reach, providing for planned duplication of materials and preventing unnecessary haphazard and wasteful duplication. "Plugged in" in one way or the other to "back-up" resources, they offer the slum dweller the opportunity to plunge ahead into wider channels, rather than the "deadend-street" kind of resource he is so often offered.

All kinds of materials should be offered in the Neighborhood Library Centers: films, recordings and tapes, pictures, games, books—both paperback and hardbound—objects, magazines, newspapers, and pamphlets. It must never be assumed that poor people like materials *only* about people, places, and situations that reflect their own life experience or will help them to better themselves. Small children in the slums will be as enchanted with tales of far away and long ago as children in middle-class neighborhoods *provided* there is a sensitive, aware adult to fill in gaps and explain the strange and new. There are as many potential dreamers, lovers of beauty, art, and poetry in poor neighborhoods as there are in rich ones. The most needy mother may tire occasionally of child-care and consumer hints. She has a right to expect humor and lighthearted entertainment, too.

Young adults especially welcome the opportunity to create their own materials, to write, perform, play, and experiment.

F. Location and Quarters

Basic principles include immediate accessibility of the Library Center to the surrounding neighborhood, a well-lighted area, and the provision of adequate space.

A three-to-five-block service radius is about right in urban areas.

Ground-floor space is better than upstairs.

A "storefront"—big open window on the street—lets people see what is going on inside.

Bookmobiles, the old standby in rural programs, have found new neighborhood uses for extension of library out-reach in urban areas.

Peter G. Kontos comments:

> I have found that many established library facilities have not been used because they are located in commercial or semi-commercial areas which also attract street gangs. Many children and young adults are afraid to go to libraries or, indeed, anywhere else where they might be confronted by a neighborhood gang. Three libraries, for example, in the Hough area in Cleveland established study rooms only to find that children did not come there after dark because of harassment by local teen-agers standing on the corners.

G. Evaluation

Experimental programs must set their own goals and adapt conventional measures of evaluation to new situations.

Most innovative library programs surveyed are still so preoccupied with trying to find a *modus operandi* that little real evaluation has been done. Continuity of program and responsiveness of individuals, as well as willingness of neighborhood leadership to support the program, have been the main evaluate-as-you-go indices so far. Obviously the conventional measures of book circulation and registration are inadequate, and it is too early to judge the impact of library services either on neighborhood patterns or on individuals.

V. RECOMMENDATIONS

A. Cultural and educational opportunities for individual growth should be provided by neighborhood centers with strong library components.

B. Such library-related centers should have inter-agency sponsorship, with the public library a full-partner in the determination of policy, location and program.

C. The Centers and their services should be located and administered with the maximum involvement of residents of the surrounding neighborhood in program planning and execution.

D. Even in the absence of a national plan for such centers, municipal libraries should endeavor to extend their services to poverty-impacted inner-city neighborhoods, using the exemplary techniques and projects suggested in this report.

E. State library agencies should encourage municipal and county library systems to apply for Library Services and Construction Act funds to support such innovative services; and to allocate Federal-State library funds for this purpose.

F. The Office of Economic Opportunity should inaugurate a three-phase national plan for the development, encouragement and support of library-related neighborhood centers, as follows:

Phase One—Allocation by OEO (utilizing versatile or 207 funds) of $900,000 in FY 1968 for a central development fund to:

1. Employ a reading and library resources coordinator (plus one assistant and a secretary) and establish a national advisory committee of representatives of relevant agencies and the poor to direct the fund, and a) maintain liaison between OEO and its funded agencies and professional library associations, b) disseminate information regarding library-related anti-poverty activities to regional, state and local anti-poverty directors and project sponsors, c) provide advisory and consulting services on selection, operation and evaluation of appropriate and needed library-related projects through field services of the coordinator and advisory committee ($100,000).

2. Authorize $400,000 for establishment and evaluation of five (four urban, one rural) demonstration projects based on the model described below.

3. Authorize $400,000 for supplemental assistance to existing CAP-library projects, for research and for development of materials for this population.

Phase Two: Request a specific appropriation of $4 million in FY 1969 to continue the Phase One "starts" and fund forty-five additional projects.

Phase Three: To continue the program and start 50 more centers, an appropriation of approximately $8 million in FY 1970 would be needed.

(At the operational peak of 100 centers, at least 1,200 neighborhood residents would have had from one to three years' employment that might not otherwise have been open to them; from 1,500 to 2,000 students and other volunteers would have had experience in tutoring or other group-work; and opportunities for education and achievement would have been opened and made more accessible to at least 1 million persons in urban and rural slums.)

The library-related center model that follows would, of course, be subject to environmental and geographical variations, but the basic principles and criteria it embodies are guidelines which this survey finds contribute substantially to successful poverty area programs.

A Model Neighborhood Library Center

Sponsorship of this model by a municipal or county library is desirable but not essential, provided, in the event of other community action sponsorship, the library is involved as a full partner in the planning, administration and operation of the center.

This is a neighborhood center, a friendly gathering place for broadly-defined educational and cultural purposes, as parks and playgrounds are gathering places for recreational purposes. It is located near or in conjunction with other community services to make it a place where people will congregate. It may be mobile or fixed, in storefront or other accessible quarters; and it may be urban or rural.

The center is designed to provide a bridge to the mainstream culture of American society by meeting individual and community needs for communication, information, and life enrichment.

Planning

The first step in the establishment of a center is selection of an area for its location. This involves study of census figures for a statistical picture of the dominant economic, racial, housing and educational factors. Existing CAP agencies should be consulted in this process. It also involves meetings with local groups and with the personnel of public agencies active in the area in order to get a picture of the strengths of the community and neighborhood. A community without strong local organization will have people with strength who can participate in planning and operating a center.

The next step is the formation of a small advisory committee made up of the most effective community residents and agency personnel to develop a cooperative study of local needs and resources and a cooperative plan for the use of the center. This plan would include a study of the various sources of funding currently available, both private and public. In conjunction with the securing of funds, extensive community discussion has to be carried on to draw the plans and take the first steps for continuing community understanding, acceptance and cooperation.

Location and Quarters

As funds are being secured, the search for suitable quarters and able

staff proceeds. The advisory committee will have made a basic decision from their study as to the type of quarters needed. If a mobile unit is required because of distances between homes, as in a rural setting, the size of the unit will be limited by the driving conditions. Steep hills and narrow, bumpy roads would call for a smaller, more maneuverable truck. Since space on even a large unit would be limited, careful design is required to incorporate all necessary equipment and to provide for the widest possible range of activities. A unit similar to those used for mobile chest x-rays or a standard library bookmobile equipped with loudspeakers and adapted for showing films inside as well as outside would be suitable.

A fixed center can be created in an empty storefront, a vacant house or other structure so long as it is convenient and accessible to those who need its services. It should be located where people are or where they go in the normal course of their daily activities. The main floor where the services and activities will be available should be at sidewalk level with no entry steps. Windows should be large enough so that passers-by can see what is going on and may be attracted by the informality, light and color to come in. For this purpose the building should be out near the sidewalk and be clearly marked.

The floor space inside should be flexible, capable of being rearranged to meet developing needs. It should be open, inviting, accessible. The walls should be kept clear for art exhibits. Bookstacks will be double-face, medium height shelving (none higher) in bright colors, located on five-foot centers. Decor should be colorful but tasteful. The layout and the decor including carpeting must help the staff create a feeling of warmth and friendliness.

Opening off the main area will be two or three smaller rooms (equipped with sinks) for games, handicrafts and studying. Another room should be equipped as an office, but large enough for some materials storage, display preparation and staff or committee meetings. Each of these rooms should be about 300 square feet. The main area should accommodate some of the activities, an area for meetings and film viewing; books, magazines and other appropriate materials, and adequate tables and chairs. Adequate space means one-half sq. ft. per capita based on the total population in the area to be served. A distance of not more than six to eight blocks from the center is the effective service radius, although a three-to-five block radius is desirable in densely populated areas. Adequate bookstock is at least two books per capita (12 volumes per square foot). Adequate seating space is twenty seats per thousand population. Minimum floor space for the center is 3,000 square feet; minimum bookspace 10,000 volumes, and minimum seating 80 chairs.

Staff

As service space is secured, workers will be located and trained. The first requirement of the staff is that they have interest in, and proven ability to respond to, people of all ages. It would be helpful if they had some group-work training or teaching or library training, and CAP can help in this area. Optimism, patience, kindness, energy and stamina—all are needed. Staff should have enough imagination to create and encourage it in others. People need someone to talk to who is interested and shows it; someone who will listen and pay attention. Above all, the staff must have a belief in the communication of ideas, inspiration and enthusiasm.

The size of the staff as well as the quality is critical. Depending on the hours that the center is open—and they should be generous, above a minimum of fifty hours per week—and depending on the number of volunteers that can be secured, there should be at least five to six full-time positions with a ratio of one staff position per 500 population. These include librarians, group workers, story-tellers, program workers, neighborhood workers and volunteers. The majority of the staff should be part-time workers, first, in order to secure a broader spread of experience, training and special talents; and second, in order to cover with adequate staff such peak periods as the after-school rush. Residents of the area who meet basic skill requirements will be hired and trained for service in the center.

The director of the center should be hired as early as possible in order to be involved with community planning and meetings with the public. He should be a person of broad experience in community organization and group work in a cultural or educational institution. Another senior administrator with skills to complement those of the director is needed, especially someone with professional library qualifications and experience. Program workers may include VISTA volunteers, college work-study interns or others able to take charge of individual group activities or assigned programs. Neighborhood workers can be local residents chosen to broaden communication between the center and the community. They should receive in-service training for a variety of jobs in the center with the emphasis on work with the public. Sources of neighborhood workers include Title V (EOA) workers, work-experience trainees and others. Volunteers can be local artists, musicians, handicraft workers and others interested in assisting with specific programs.

Operations

Activities and programs carried on in the center depend on local

interest and staff talent, but their purpose is to explore and stimulate the use of appropriate materials of an educational and cultural nature in meeting individual and community needs. There should be exhibits, but not of the traditional museum type. There should be books, but without the traditional library atmosphere. Instead, the atmosphere of the center will be warm and friendly with encouragement of activity and participation. The basic premise is that people will grow, will extend their own horizons, given the opportunity, the basic materials and equipment and some friendly, empathetic help at the right time.

As a Center for the neighborhood, activities and programs are provided for all ages in ways that would appeal to the whole family. Family nights should include exhibitions of local talent, films of broad appeal, and similar programs.

Some activities will be of greatest interest to specific groups:

1. *Pre-school programs*

In order to bridge the gap between home and school, the center will provide programs for pre-school children and their mothers, using guidelines drawn up by the Queens Borough Public Library's "Operation Head Start" program. For the children, weekly picture book sessions would include the reading of picture books and participation in simple games, finger-plays, songs and poems. Concurrently, the mothers would have the opportunity to join discussions of consumer problems, nutrition, safety, child care and other topics of interest to parents. Staff from other social agencies allied with the center can join for informal discussions of relevant topics in their fields.

2. *Programs for children of elementary age*

Depending on the activities offered by other agencies in the area, such as Scouts, 4-H, etc., the center should provide a variety of informal cultural and educational activities of a non-athletic, non-competitive nature. Following the pattern of the New Haven Library Neighborhood Centers, activities should include daily interest groups such as science clubs, art and handicraft clubs, "Exploring with Books." There will be story-telling both in and out of the center, educational games such as map puzzles, word and arithmetic games. Opportunities for a variety of music listening, for reacting to art exhibits, for acting-out games and informal dramatics and for conversation with staff members—all should be encouraged in a supervised, but easy, non-judging atmosphere.

3. *Programs of teen-agers*

Preparation for adulthood through identification with successful adults or older teenagers, in books, films and in person should be encouraged through center activities. Through structured programs that include a film, a speaker and discussion leader and a display of books;

or through an informal folk-song session, or perhaps a Career and College Club (such as those conducted by Community Coordinators of the Brooklyn Public Library) to which teen-agers can invite career representatives—the center provides for teen-age activities that meet the basic needs of young adults.

In addition, the center provides space for one-to-one tutoring and, for young people lacking adequate space at home, a place to study.

4. *Programs for adults*

Literacy materials and information and advisory and referral services should be the basic services for adults in the center. Staff members, through their individual participation in adult interest groups, will encourage use of the meeting facilities of the center for airing of community problems and concerns.

The literacy programs may be classes under the school system's Basic Education Program, or individual tutoring by volunteers. The information and referral services will be operated in close conjunction with the agencies allied to the center. Adults to be served by the center will be those with interlocking problems requiring the aid of several agencies. Services such as those recommended in the Ford Foundation's study, "Neighborhood Information Centers" published in August, 1966, by the Columbia School of Social Work would be appropriate to the center.

Emphasis on experimentation with radio, television, tapes, programmed learning and other developing electronic media as well as recordings and film will be useful both for individuals and for community communications. A community-directed radio program or newspaper or participation in educational TV activities would widen the centers contacts with poverty area people.

Workers from the center will be visiting homes, making contacts and inviting people to the center. Children who have already made contact will bring their parents. Family Nights will encourage this, and center staff will take every opportunity to get personally acquainted in and out of the center.

The operation of a mobile center does not need to be limited to the floor space of the truck itself. Activities for children could be conducted at the regional school after school hours, with the truck operating as a school bus at the end of the activity period to return children to their homes. Or, the mobile unit could serve small groups of children, teen-agers and adults living within walking distance of each other, by using a convenient church meeting-room, cross-roads store, home or other quarters.

Continuous contact with the public will be maintained by the center in several ways. For announcements of programs, a periodic calendar of events will be distributed, children will be informed through the schools

and loud-speakers can be used from the mobile unit. Continued participation in planning and evaluation will be maintained through the neighborhood advisory committee and through door-to-door surveys. These surveys may be conducted by center staff or by the staff of the county or city Homemakers' Service.

Evaluation of the centers will not be based solely on the number of people who attend the various activities. The essence of the program is exploratory. There are no set activities, so that failure of an activity can lead to greater understanding of the community rather than an end to the whole program. It is expected that capable, imaginative staff working with neighborhood residents on a basis of mutual acceptance will develop innovative programs that meet local needs. The reaction of participants, or the lack of it, will determine in large part if the program meets these goals. Evaluation of individual and community reaction will be done both in the center and out in the community. The degree to which participation is maintained in each activity will be studied, and a house-to-house survey will make periodic sampling of community attitudes, of how people use their leisure time and where they go for information and help.

APPENDIX I

Selected Studies of Relevant Library Programs

A. The New Haven (Conn.) Free Public Library

BRIEF DESCRIPTION:

The demonstration Library Neighborhood Center on Chapel St. has been in operation two years under a 3-year budget of $180,000 of which half was allocated from Ford Foundation funds by Community Progress, Inc., New Haven's antipoverty agency, and half from City Library funds. The center serves as a community focal point for self-education, informal social communication and a wide variety of leisure time programs and activities built around the contents of books and using professional librarians, CAP-paid neighborhood workers and volunteers. Three new centers have been funded.

FUNDING:

City funds for the 3-year demonstration came partly from money budgeted for the operation of a branch previously located in the area ($50,000) and the rest pledged by the City as matching funds. The three new centers, two of which are now in operation, are being funded by OEO. Average yearly cost of LNC has been $55,000.

PROGRAM:

The first year's programs and activities were developed by the library staff assisted, starting in September 1964, by a social worker with group work training. Programs included art shows, puppet shows, concerts, and a variety of talks and demonstrations. Forty-six types of programs involved 70 meetings and 3,398 people during the first year. Activities included a variety of clubs—science, art, puppet and foreign language clubs—for children as well as group activities for teens and parents. Thirty-nine different kinds of continuing group activities involved 762 meetings and a total attendance of 13,424. "Reaching-out" activities included story-hours and the reading of picture books outside the library on porches, steps and sidewalks in the community. The LNC is not duplicating the work of other local agencies—it does not teach classes and involve itself with grades and attendance as with the schools, nor does it engage in team competition or athletics as in recreation department work. Subject matter and pace are set by the participants. Activities that do not arouse continuing interest on the part of neighborhood residents are discontinued. For instance, the Planned

Parenthood group did not develop adequate membership and was dropped. Mrs. Williams' evaluation was that people felt shy about discussing intimate problems among strangers.

The centers are open Monday to Friday, 10 a.m.—9 p.m., Saturday, 10 a.m.—5 p.m.

Administration

1. Staff

Chapel Library Center

4 Professionals (i.e., college graduates)
- 2 of these have library degrees
- 1 of these has library experience
- None of the above works full-time at Chapel.
- Full-time equivalency would be about 1½ persons with library training and/or experience

3 Clericals
- 1 of these is library assistant doing mostly library routines
- 2 are neighborhood workers (indigenous personnel)

2 College Work-Study (OEO program)

2 Clericals (Antioch College students)

10-12 Volunteers from the neighborhood and college students (Yale and other)

3 Student Aides (high school students 15 hours a week)

3 High School Work Study (OEO program) work as pages

Davenport Library Center

Same as above except:

2 clerks (library assistant and 1 neighborhood worker)

1 College Work Study

6-8 Volunteers

2. Duties

Director—Over-all supervision of library scheduling programs and routines, in-service training, professional duties, community contacts, publicity, planning, book selection and weeding programs.

Program Assistant and Librarians—Plan and lead group activities, help in planning monthly calendar, give book talks and library lessons, story telling, out-reach work in the community, floor work (readers adviser), help plan publicity and exhibits, help select books and vertical file materials, catalog and shelf list, filing and revision, limited desk duty. (All do straight library work as well as programs.)

(At least one community contact required each month with report for administrative follow-up.)

Neighborhood Worker—Visits in community—makes agency and home

contacts, helps plan programs and assists Program Assistants and Library Assistant, keeps Center scrapbook.
Library Assistant—Typing, registration, desk, circulation, reports, supplies, pages, money, time sheets, etc.
College Work Study—Desk and Program assistants, Antioch students assist with activity programs and in tutorial program, lead activity programs, art, puppetry, knitting, reading circles, etc.
Pages—Desk, shelving and shelf reading (reviewing) arranging cards for filing, etc.
College Volunteers—Tutorial program, "Specials"—one shot Programs.
Books—Regulation core collection with emphasis on subject fields which community interests dictate—Homemaking, child care, How-to-do-its, home repairs, careers and job training, consumer info., sex, real estate, youth, education, cars, art, etiquette, leadership, study-discussion group techniques, the world around us, city government, pertinent pamphlets for vertical file, books in large print and law vocabulary—high interest for adults, activity books for children, hobbies, new friends and neighbors, and limited collection of Spanish books.

Both Centers have basic education classes for adults (products of Board of Education).
Neighborhood Music School uses Center for its recitals and furnishes many special musical programs for the Center.
Area action groups meet at Davenport and Chapel Library Centers. The neighborhood CPI Neighborhood Office is in close contact with centers and combines their community work with ours, often by sponsoring joint projects, discussions, family film nights, preparing and distributing flyers, advertising center activities; some school P.T.A.'s have one meeting per year at centers which has been planned cooperatively, on books for family enjoyment which can be read together.

B. The Enoch Pratt Free Library; Bailtimore, Maryland

BRIEF DESCRIPTION:

The Enoch Pratt Free Library has placed collections of books in the 10 Community Action Centers in East Baltimore. Library aides living in the "Target Area" and trained in a Title V, Work-Experience program by the 3 professional library staff members, supervise the collections, tell stories to children and draw their neighbors into greater use of the Center and all of its services. In addition, professional staff members operate a mobile van in the area offering film showings, and paperback books for loan, and cooperate with other agencies active in the area.

FUNDING:

The Library is under contract with the CAA—OEO which during the year 1965-66 supplied $68,841, which covered 3 librarians, 1 clerk, plus books and operating expenses. Budget for 1966-67 is $182,400 and includes $50,000 for books, salaries for the neighborhood aides and an additional children's librarian, purchase of the mobile van, additional audio-visual equipment plus supplies and operating expenses.

QUARTERS:

Administrative offices are in the basement of the library branch just outside the target area. Centers chosen and maintained by CAA are mostly in row houses, one in a storefront, two in an old police station. The first center opened in Nov. '65, second Jan. '66. Library has rooms in 6 centers (2 on 1st floor, 4 on 2nd floor), corners in four centers. Library rooms are staffed 1-5 p.m. weekdays. Paperback racks placed on first floor of each center get maximum teen and adult use, library rooms mostly children's use. Cooperating agencies all want their rooms on the 1st floor for maximum accessibility, but object to stream of noisy children walking through to get to library room. Van used for transporting people, delivering books and showing films in evenings, was used last year to loan paperbacks in the streets. Centers were located where neighborhoods wanted them with attempt by CAA to cover 10-block areas.

ADMINISTRATION:

The 20 neighborhood aides work a 40 hour week: 4 hours each day in centers and 4 hours at the library's CAP headquarters processing books and receiving training in story-telling, selection of stories, library orientation. Three professionals provide training in the three age-fields —work with children, teens and adults—and provide direct service through film programs, story hours and contacts with community agencies and neighborhood groups. Orientation of professional staff through contacts with groups and agencies and through book loans from mobile van. Explaining purpose of the van gave staff opportunity to discover what residents wanted in terms of subjects and levels. Center collections were chosen to fit wants expressed by residents as well as by center staff.

PROGRAM:

Programs are experimental and based on response and on staff availability. Structure of programs especially for teens and adults em-

phasizes flexibility and lack of coercion. For example, film programs are held in streets, parks and open spaces whenever possible so audience can come and go easily. Story-hours are provided in the Centers, in day-care centers and to early-admission classes in the schools. Frequency of story-hours depends on when the service was requested. The 4 centers requesting service first get weekly story-hours. In 2 other centers which opened later, time was available only for bi-weekly story-hours. The same pattern applies to film showings with regular weekly programs in some centers, bi-weekly in others. Story hours have included reading by the children as well as acting-out of stories.

MATERIALS:

The professional staff feel that supplying materials is their first responsibility. Center collections include about 1,000 books mostly juvenile but with some teen and adult material in the areas of Negro history, employment information and guidance, homemaking and reference. Collections are arranged by reader interest groupings, color-banded for easy shelving. Educational games are provided in limited variety: "Go-together" Lotto, jig-saw puzzle map of the U. S. and sets of blocks. All are used by older children as well as pre-schoolers. Paperbacks of a variety greater than found in branch library outlets are maintained on metal racks with no processing. Emphasis is on getting people to read and the standard of book selection is not quality but appeal. Paperbacks on non-fiction subjects include health, sex, law, homemaking and are much used, with about 40% loss (no accurate records are kept) in both fiction and non-fiction. Collection included as of April 30, 1966, 10,682 hard-cover books, 5,366 paperbounds and 11,937 pamphlets (pamphlets are distributed free.)

RESULTS:

From November 1965 to June 30, 1966, 32,886 books were circulated, 2,903 people were registered and 8,910 were served in groups (story hours, film-programs, etc.) Collections of materials for literacy classes have been supplied to the Basic Education Program. Collections of resource material have been provided to CAP headquarters for training and staff orientation. Other materials have been supplied to tutorial programs, day care centers, Head Start classes, job guidance clinics and the Urban League's Consumer Protection program.

EVALUATION:

The library staff believes they are experimenting with a new level

of service in which materials and services are actively given to people not just made available. Director of the program, Miss Evelyn Levy, feels it is too early to evaluate the program and would prefer to wait until a full year of operation has been completed. Since no listing of attainable goals was established, evaluation will be difficult. Response of neighborhood residents varies from no contact and no opinion to an expressed hope that the centers will be kept in operation so that the children will continue to have the library services. Some suspicion of the CAA program persists because city officials having voted the 10 per cent local money, exert control to prevent voter registration drives and rent strikes. The library program for children has been effective in sustaining interest and participation. More room and more staff working in a location controlled by the library would increase the effectiveness of the library operation, in the opinion of the investigator, since present staff is able and enthusiastic.

C. Brooklyn Public Library

BRIEF DESCRIPTION:

The Community Coordinator program has been in operation 5 years, using a professional librarian detached from regular branch duties and schedules to make contact with community institutions, organizations, and individuals. By taking an active part in many organizations, the coordinator interprets the library to the community and the community to the library. Service to institutions includes work with churches, schools and housing projects; service to organizations includes work with Youth in Action (OEO), with their Negro Heritage Project and the Homework Study Project, with block and neighborhood organizations.

FUNDING:

Current budget from LSCA is $95,000 including $20,000 for books and $5,000 for the mobile van. An OEO component project for library materials for Youth in Action projects and for the library's direct service summer projects has been funded by OEO at $25,000.

QUARTERS:

Headquarters for the project is the Macon Branch of the BPL. Since the expansion of the project to four coordinators last year additional office space has been made available for the other three coordinators in branch libraries in Brownsville, Bushwick and Red Hook, and East New York, Williamsburgh and Red Hook-Cobble Hill.

STAFFING:

The 4 coordinators are experienced professional librarians with previous experience in the BPL who volunteered for the work.

ADMINISTRATION:

Administered by the staff of the Brooklyn Public Library. Purpose of the project is to relate library services to individual and group needs in the community.

PROGRAMS:

Coordinators provide booklists, exhibits, film programs, radio and TV appearances, conduct tours of branches and actively participate in community organizations. Sidewalk Service with van takes books, films and storyhours into unorganized areas to publicize library services and programs, exhibit materials, and register borrowers. Books borrowed must be returned to one of the branches, since van is not on schedule.

MATERIALS:

Van materials are displayed on the sidewalk in racks since van is not walk-in type. Emphasis in collection is on practical books for adults, picture books for children.

EVALUATION:

The Community Coordinator project has brought the library, through these liaison workers, into the initial planning of community programs and has provided an additional channel of information and aid for those reluctant to go through regular channels. Paperback reference collections in locations investigated show considerable use with no losses reported by the senior coordinator among the 50 kits placed in the 4 service areas of the project. Additional evidence of the effectiveness of the liaison work with community organizations is the development of components projects in the Youth in Action (OEO) program—the Homework Study project has been funded to provide 7—9 study centers in banks and store-fronts with certified teachers to provide tutoring. Included in the funding is $10,000 for books needed in the project, but chosen with the help of the Library based on the coordinator's suggestions during planning phases. The Negro Heritage Project, another Youth in Action program, is using BPL materials in quantity to teach cultural backgrounds and values. Investigators saw evidence of a community organizing itself and finding a way out

through organization and through institutional resources of knowledge and inspiration such as those provided by the public library.

D. North Manhattan Project

BRIEF DESCRIPTION:

The North Manhattan Project involves the strengthening of staff, collection and services in the Countee Cullen Regional Branch and the Schomburg Collection of Negro Literature and History located in adjoining buildings in central Harlem.

FUNDING:

LSCA grant for 1965-66 was $157,500 of which $91,353 was for personnel, $51,000 for materials and $13,500 for equipment. Grant renewed for 1966-67.

ADMINISTRATION:

The Countee Cullen regional Branch is a part of the New York Public Library set up by the system to serve several smaller branches in the area with a strong reference collection. Purpose of the project "is to demonstrate and test the effectiveness of enriched library services in the Harlem community." The atmosphere is that of a busy branch library. The public is informed of services and programs by fliers mimeographed at system headquarters on 53rd Street, posters and word-of-mouth.

QUARTERS:

The Countee Cullen Branch has a large meeting room in the basement and a mezzanine art gallery in addition to chairs and tables in the main reading areas. The branch is located on a side street, has a dark uninviting entrance and several steps up to the main floor.

STAFF:

The regular branch staff has been strengthened with the addition of a director for the project, four specialists in reference, adult, children's and young adult work, an A-V technician and a special investigator who combines retrieval of long overdue books with interpretation of the activities of the library.

PROGRAM:

Programs presented are traditional: story hours, school classes, films, art exhibitions, concerts and discussion groups. Augmented staff allows quick response to group needs: the staff can meet demands for displays and special collections requested by neighborhood groups. Best reaction comes from using local talent; the art exhibit displayed during the investigator's visit was a photography exhibit gathered and made up by four local young men, amateur photographers. The purpose of the programs is considered to be to "make the public aware of the library as a source of materials and of the library as a concerned agency participating actively in the community."

MATERIALS:

Full use is being made of all library resources including films and records. Collections of literacy materials are made available to other community agencies and projects such as HARYOU, Headstart and others. Paperback collections have been built up for the use of teenagers, and the Negro history materials have been heavily duplicated.

RESULTS:

The staff reports increased use and shows a book circulation increase of about 16%, when other branches in the system are showing decreasing circulation.

EVALUATION:

This project has been successful in showing the city's interest in the cultural life in Harlem. The biggest changes are in the appearance of the collections now maintained in good condition with adequate copies where worn and soiled materials once predominated and in the hours which have been extended so that, for example, the children's room is open all afternoon, rather than just after school. Although the staff seems to have made contact with a variety of community agencies, active participation in the life of the community has not been achieved.

E. The Queens Borough Public Library: Operation Head Start

BRIEF DESCRIPTION:

OHS, which has been in operation 1 year and 6 months and is the QBPL's only anti-poverty project, serves children 3-5 years of age and

their mothers, by offering a regular and special picture-book program to the children and a concurrent program of interest to the mothers. The program is carried on by 40 librarian aides, working half-time, recruited, trained and supervised through regular library channels. It is carried on in 10 geographical areas of Queens, designated as poverty areas.

AUSPICES:

LSCA Grant in 1965 of $134,000. Renewal grant in 1966 of $207,000. Application for third year has been made.

QUARTERS:

Held in 10 of the 50 QBPL branches. A few additional locations have been used, such as churches, housing developments, parks and Project Head Start Schools (OEO). Library is satisfied that the 10 branches operation and the few additional sites have provided optimum access to poverty areas in Queens. Hours of operation (10 A.M.—2 P.M. Mon.—Fri.) have been appropriate in programming to pre-school children and their mothers, and also appropriate in recruiting the librarian aides who are primarily housewives and students with interest in part-time, no night or Saturday work.

ADMINISTRATION:

Administered by the staff of the QBPL under the immediate supervision of Vesta Jones, a former children's librarian and branch librarian, who now directs OHS as a line function from the position of Regional Librarian of the 10 branches involved.

STAFF:

Staff consists primarily of the 40 librarian aides, supervised and trained by the branch librarians of the 10 branches involved and under the general supervision of the OHS Regional Librarian director. Minimum requirements for the aides are completion of 3 years of higher education, including academic training in child development or sociology. Their library in-service training emphasizes selection of picture-books, films and informational material for mothers, recruiting skills and basic library routines of circulation of books and record keeping.

PROGRAM:

118 weekly picture book programs and 76 weekly parent programs

have been established as of June, 1966. Personal ownership of books by the children, an objective of the program, has been advanced through special paperback gift-giving during Children's Book Week, Christmas, National Library Week and the end of the school year.

MATERIALS:

Full use has been made of all types of library resources, books, pamphlets, periodicals, films, recordings and compiled booklists.

RESULTS:

As of June, 1966, an estimated 5,000 children or one-fifth of the poverty children of Queens have been involved in the program. A "continuance of attendance" study shows that children's regularity of attendance has not fallen below 50 per cent, with a high of 75 per cent in all locations. The 40 librarian aides, recruited and trained with comparative ease, received service reviews that reflect a higher standard of performance than regular staff members. Nine of them have enrolled in library school. Figures for both adult and juvenile circulation have doubled in the 10 branches. The Library's OHS has rendered strong support to Project Head Start in Queens. Nineteen PHS schools made 74 class visits during July and August, 1965 to hear special picture-book programs prepared for them. In continuing cooperation throughout the year, 15 OHS operations in schools and churches have been provided with weekly picture-book programs involving 147 children. *A Manual on Programs for Parents of Pre-School Children* has been developed through the program.

EVALUATION:

The library staff believes that in this program the QBPL has established a basic stabilized public service, tapped a new source of effective personnel, reversed the trend of non-use in 10 branches in poverty areas, recruited for the profession, and made a significant difference in the lives of 5,000 children and their parents who wouldn't have otherwise been reached. The first 4 points can be documented. More needs to be known about the last. A questionnaire for parents is being developed to help provide this kind of evaluation. Certainly, to initiate and conduct this program, the library has had to make fundamental changes in its organizational structure, kinds and uses of personnel, materials and methods. It has had to ready back-up services and respond effectively to the resulting implications for total library service brought on by this project.

To this investigator, the signs of a healthy, relevant, and successful new service were there. The telling signs were in attendance and use records, the appearances of participants identifying them as poor but involved, the obvious enthusiasm and high morale of the librarian aides and in the quiet confidence of the librarians interviewed.

F. Pioneer Library System (Rochester, N. Y.)

BRIEF DESCRIPTION:

The purpose of the project was to investigate the literature for, and needs of, the disadvantaged; to try a variety of approaches and projects and make recommendations to libraries in the system.

FUNDING:

LSCA funding of $84,000 for period from Feb. 1965 to Sept. 1966.

ADMINISTRATION:

Contact with agencies active in the poverty area was through the services of the director of the project, a trained sociologist and former sociology professor.

STAFFING:

Staff includes the director, Dr. Clement F. Hapeman, a sociologist, Mrs. Kathleen Adams, assistant director and a librarian, plus a clerk and a research assistant.

PROGRAM:

The project program has included work on an in-service training program, contacts with other agencies and supplying books and other library-related materials and information as needs and wants have been stimulated, and several direct service projects including book-swaps, and service to migrants. Mrs. Adams has investigated materials for disadvantaged and gathered model collections of these materials as well as books for agency staff working with disadvantaged. Mr. Hapeman has contacted 50 agencies, many of whom have been supplied with books on loan and has helped them to request funds for their own collections. Agency staff is not held accountable for losses. An in-service training study concluded that a trainee must have an interest in the library's project, how it relates to people, and the drive to keep

going. He must participate actively in the community—3 to 4 activities a month, such as knocking on doors to publicize services, calls on agencies to work out cooperative programs.

PROGRAM:

Book loans to agencies have been started to satisfy special interests of the agency staff, then introducing general interest collections for them to use with the public they contact. For example, collections of books have been placed with Family Service workers in the three ABC (Action for Better Communities) agencies—OEO. These dealt with family and everyday problems. This collection was later expanded to include children's books, general interest reading and pamphlet material. A volunteer handled the organization and use of the collection and reported on use of the collection and of individual titles. Other collections have been placed with Rochester MDTA centers, child care centers, homemaker teachers in ABC Centers, settlement houses, YMCA and YWCA's, literacy programs, a penitentiary, and churches as well as migrant camps.

QUARTERS:

Staff works from balcony office in Rochester Public Library.

MATERIALS:

Model collections are set up for a variety of purposes, occasionally to loan but mostly to have for examination by agency people who will be ordering their own copies.

EVALUATION:

Staff feels success can only be measured by personal reports and comments. Mrs. Adams feels that the project has changed the attitudes of librarians in the system. She feels that many librarians now are trying to reach parents of disadvantaged children as well as the children, and they are going outside the library more—to give stories at playgrounds and expose books to disadvantaged people. This project seems successful in its own terms. *It has stimulated the ABC centers to set up library rooms stocked with books bought with their own funds as well as books loaned by the project.* The book-swap, using a former gang leader, was conceded by them to be a failure, but he has made a good projectionist.

This was a very knowledgeable project and though it will end in

September, it is likely that Mrs. Adams will be kept on the Rochester staff as Outreach librarian, a position created for the current fiscal year. The use of a sociologist has been successful in accelerating both the survey of the community and contacts with the agencies in interpreting specialized needs and uses of books.

G. Public Library of Charlotte and Mecklenburg County (N. C.)

BRIEF DESCRIPTION:

An Adult Service Community Librarian and a Children's Service Community Librarian head activities to serve culturally disadvantaged people in Charlotte and Mecklenburg County. Substantial assistance in the activities is provided by volunteer story tellers, and by youth assigned to the Public Library by Economic Opportunity Act agencies. These young people include college students in the work study programs of several colleges; and Neighborhood Youth Corps, both in school and out of school. The college students are able to serve as story tellers, library guides, and as driver-assistants in a program to deliver books to the adult basic education classes. The Neighborhood Youth Corps youth serve in clerical and secretarial capacities in assembling books and materials for the classes, and in preparing posters, displays and flannel board cutouts for story hours. Approximately 60 volunteer story tellers have been supplied through the Junior League, Junior Woman's Club, Home Demonstration Clubs, AAUW, and similar groups.

PROGRAM:

The activities may be summarized in the following categories:

1. Story teller training for volunteers and work study students.
2. Story hours at the Main Library and 14 branches.
3. Story hours in a wide variety of neighborhood centers, schools, and playground areas.
4. Classroom delivery of book collections to 25 adult basic education centers together with book talks to introduce the books.
5. Orientation meetings at the Main Library for the adult basic education classes when the film, "The Library Story," is shown.
6. Small deposit libraries in the Neighborhood Centers operated by the Charlotte Area Fund, the community action project, and in housing projects distantly removed from branch libraries.
7. Close cooperation with the Head Start and Target School projects in bringing classes of children to the Main Library for story telling and film showings. Branch library visits were a part of the cooperation.

AUSPICES:

The Community Librarians are regular staff members of the Public Library, and they have the cooperation of other staff members at the Main and branch libraries. Vehicles used are Public Library vehicles. The activities were initiated in September of 1964, and the first Adult Service Community Librarian was Mrs. Bettie Daly Bock. The first Children's Service Community Librarian was Mrs. Elizabeth Petgen. Currently, the Adult Services position is filled by Miss Dorothy Waiters, and the Children's Service Community Librarian is Miss Frances Lee. Miss Waiters had served as an assistant to Mrs. Bock. The activity is administered under the Extension Division of the Public Library which also administers the branch library system.

MATERIALS:

Regular library materials and films have been utilized as much as possible, but purchasing for the program has been as follows:

1. Story telling books have been acquired and held on special reserve for volunteer and work-study story tellers. These collections were placed in all branches, and in the Main Extension Office.
2. Multiple copies of titles which could be used for home reading by the 2,550 adults who have enrolled in the adult basic education classes since the program was begun in 1964.
3. Story telling films, flannel boards and puppet materials.
4. One station wagon was purchased for use by the Community Librarians with another in the Library's fleet.

EVALUATION:

"Traditionally, circulation and reference questions answered have been tabulated. For the special Operation Late Start program, separate library statistics have not been tabulated. 15,000 children were touched in one year with 805 story hour programs, but not all of these were from deprived neighborhoods. Since the story hours were concentrated in the deprived areas, it is reasonable to assume that more than half of the children were from such neighborhoods.

"Stories are endless, such as the elderly woman upon seeing the Adult Service Community Librarian appear at an adult basic education class exclaimed, 'Oh, Book Lady, I can word a book now.' And sure enough when handed a new, easy book, the woman could read, and she did proudly. There was the old woman enrolled in a class who was afflicted with heart trouble. She borrowed a children's book on the human heart which she read seventeen times. . . .

"Our libraries have been fearful places for the illiterate, and illiterate

adults have not encouraged their children to come to the libraries. 2,000 of the 2,550 adults enrolled in the adult basic education classes are now registered borrowers, and we are convinced that few of them would have had the nerve to come to libraries on their own. There was the fear, but having books brought to the classroom introduced them to books, and their first visits to the Library were under the protective umbrella of the class group.

"The intangible evidence is overpowering that the program is successful, and it will be continued."—Hoyt Galvin

H. La Retama Public Library, Corpus Christi: Operation Head Start

DESCRIPTION:

Operation Head Start completed its second summer in Corpus Christi. The library provides activities centered on books, and stories to enrich and supplement the classes held by the schools. Beginning June 20 and ending August 12, the library received 157 classes from 18 schools in Corpus Christi and surrounding areas. Every afternoon from 1—3 P.M., the library accommodated a maximum of 120 children; the average number of children was 80. They came in two groups of forty. Each group consisted of two separate classes, and stayed one hour. The library story-teller greeted her group of twenty children each hour as they disembarked from the bus, and ushered them from story area to picture book area, and then to the visual aids area. These three different activities could take place simultaneously; story telling and choral poetry enlivened with puppets and flannel boards, film strip stories and activity records, and the sharing of picture books. As a general rule, each class came two times during the eight weeks, and found the same story-teller waiting with a new program. Phase two of the Operation was story telling by volunteers at the schools, one afternoon per week. The first year this was handled by the library. The second year it was under the auspices of the Recreation Division.

AUSPICES:

The 1965 grant (OEO) to the library component was for $2,650 and the 1966 grant was for $2,[illegible]8. It is a separate library component of the Community Action Program in Corpus Christi.

STAFF:

Three story-tellers, a part-time clerk, and a coordinator of volunteers was hired the first year. The coordinator of volunteers was dropped the

second year as the volunteers were placed under the supervision of the Recreation Division. The supervisor of children's service administered the program.

TRAINING:

The staff themselves attended a week-long training session in Denton, Texas. Training was given by the library staff to:

1. Teachers (program explained and outlined at the teacher workshop).
2. Teacher's aides—The details and the roles of the aide were given with a demonstration program at the aide's workshop.
3. Volunteers—An extensive workshop program was held for volunteers, (1) giving guides on story-telling, (2) showing use of material, and (3) using numerous demonstrations. This was followed with continuous individual assistance at the Library in story selection and help in presentation.

MATERIALS:

Picture-book time is the climax of the Library program. Other materials used were filmstrips, records, puppets, finger puppets, flannel boards, and, of course, "sit-upons."

RESULTS:

All the children enrolled in Head Start were involved and had two library visits. Definite language development was observed. The smooth coordination of the bus schedules in a tight time schedule was excellent.

EVALUATION:

The librarians and story-tellers observed progress in language, creative expression, ability to listen and follow direction, increased attention span and memory retention.

I. La Retama Public Library, Corpus Christi: Community Action Program

DESCRIPTION:

Project Opportunity began operation in December 1965. The library component is a part of the Community Action Program and it is to encourage self improvement by residents of the target area through provisions of library materials and services especially adapted for their needs.

1. *Book Collection*—Professional librarians have long been proclaiming the need of more books of adult interest written at a level for beginning reading ability. The American Library Association and the American Book Publishers Council had initiated programs in this direction. The first concern of the Corpus Christi library program was to use the most talented professional staff to select books for the special needs of the culturally disadvantaged to be served.[1]

2. *Neighborhood Book Deposit Collections*—The need to make the books readily available in every place where residents of the target area could be encouraged to gather, led to establishment of small libraries within other Community Action Program agencies wherever space was available.

a. Boys Club (a pilot library project begun in 1964 and expanded under the program).
b. Head Start School libraries were supplemented with vacation time adult reading—the move was on to make the schools neighborhood centers.
c. Y.W.C.A.
d. Molina Community Settlement House.
e. Annaville.
f. The new Meadow Park Multipurpose Center—a well-rounded branch library with circulation handled by a recreation division program aide.

3. *Bookmobile*—A second bookmobile was put in operation for the exclusive use of Project Opportunity. It was stocked with a basic library including books from the special book collection.

a. Neighborhood community stops in the target area were established on a regular schedule of late afternoon and evening stops.
(1) Meadow Park.
(2) Baldwin & Morgan.
(3) La Armada Housing Project.
(4) De Zavala School.
(5) T. C. Ayers Recreation Center.
(6) Molina.
b. Adult Basic Education Classes—On a three-week schedule the bookmobile goes to every school with adult basic education classes. The librarian calls on each class asking the teacher to come with her students to encourage library use and assist the library staff in selecting books at the right reading level for each individual. Where the adult student adopts the library habit, the benefit of reading will be continued beyond the relatively short duration of

---

[1] "Books selected for use in Project Opportunity" Community Action Program, Corpus Christi, Texas, February 1965.

the formal school course. The school has been very cooperative in supporting this library endeavor.

4. *Storytelling*—Weekly storytelling sessions are held at two major neighborhood centers, Milina and De Zavala, utilizing the talent, film strips and materials developed under the Head Start Program.

5. *Mr. Pages Reading Club*—An all city summer program was promoted through all the library facilities including Community Action Program outlets. A Target area school led the city in the number of certificates awarded for successful completion of the reading program.

AUSPICES:

Office of Economic Opportunity Grant to Corpus Christi Community Committee on Youth, Education and Job Opportunities. The library component grant was for $12,369.00 in 1965, and $12,965.00 in 1966. An application for a 1967 grant has been made.

QUARTERS:

The program is carried on in the field at Neighborhood Centers, Schools, Multi-purpose Centers and at Bookmobile stops. Because of crowded conditions headquarters have been divided between the main La Retama Public Library and Parkdale Branch.

In October a 10,000 square foot area branch library will open in the target area. Quarters have been provided for the headquarters of the library component of the Community Action Program. In addition a meeting room is provided in which enrichment programs for library patrons will be held.

ADMINISTRATION:

The Program is administered by the staff of La Retama Public Library.

STAFF:

The Program staff consists of one sub-professional librarian, as Community Action Program supervisor, one full-time library assistant, and two half-time library assistants. The staff is incorporated into the regular library staff. The Community Action Program supervisor is responsible for the neighborhood book deposit collections and the bookmobile operation for both neighborhood stops and basic adult education classes. The two half-time assistants work on the bookmobile as driver and library assistant. The full-time library assistant

divides her time between the catalog department, where the professional staff selects and maintains the book collection, and the children's room where the full talent of children's services division is used in the storytelling and reading programs.

PROGRAM MEASUREMENT:

	Jan. 1965-Nov. 30, 1965	Dec. 1, 1965-Aug. 31, 1966
Bookmobile Circulation	17,952	13,232
New Borrowers Applications	953	1,274
Estimated Circulation of Deposit Collections	3,000	6,000
Story Hour Attendance	2,592	1,368
Number of Adult Basic Education Classes		97
Number of Adult Basic Education Students		1,374

EVALUATION:

Books and bringing these books to the people are the essence of a library program. Establishing deposit collections within neighborhood centers, scheduling bookmobile stops at centers, giving bookmobile service to each adult basic education class, telling stories, and promoting reading at each of these outlets, shows a flexibility of library service aimed to reach people. Statistics show that new borrowers are getting cards, and the new patrons are borrowing books. Dr. A. C. Murphy, of the University of Texas, who did an evaluation of the Corpus Christi Community Action Program said that it was difficult to make an assessment of the library activity, but he did note that the Bookmobile made it possible for persons in the area to become exposed to a library, on a small scale, that furnishes books without a trip downtown; that librarians were enthusiastic; and utilization of bookmobile service has been a valuable aid in the teaching-learning process. A beautiful new branch library to serve a wide area of the city has been placed in the target area. The opportunity to test utilization of this tool of cultural attainment, this mark of motivated self improvement, this traditional public library, will be a real evaluation opportunity. Corpus Christi librarians are confident that new patterns of service will prove that area residents will be eager to attain self improvement through continued library use.

J. Cleveland Public Library Reading Centers Project

BRIEF DESCRIPTION:

In Cleveland, Ohio, some 50,000 adults—most of whom have never been inside a library—are classified as functional illiterates, that is, persons who read at the fifth-grade level or below. Deciding that a new approach was needed, members of the Adult Education Department formulated plans to attract this group to the Cleveland Public Library.

Their plans included the establishment of special materials and counseling centers aimed primarily at the functionally illiterate adult, although effort also would be directed to young adults, school children, and preschool children accompanying adults to the centers.

FUNDING:

A proposal was submitted to the Ohio State Library for funding under the Library Services and Construction Act, and on July 1, 1965, the Cleveland Public Library received a grant of approximately $111,000 to initiate the project.

PROGRAM:

One part of the program has been to enlarge the book-lending service customarily given to adult education classes conducted in the public schools. Involved here is the lending of sets of books for classroom use, necessitating the purchase of large quantities of individual titles. A type of book different from that already available was needed, for in the past few years emphasis in adult education classes has been changed from teaching English to adults with foreign backgrounds to basic education programs for illiterates. Consequently, $10,000 of the project's book budget was allocated to expanding this Adult Education Lending Service, whose circulation more than doubled in the first three months.

The second part of the program involved the establishment of three reading centers: one at the Main Branch in the Adult Education Department; one at the Quincy Branch on the near East Side, where the population is 98 per cent Negro; and one at the Carnegie West Branch on the near West Side, where the ethnic backgrounds are primarily Appalachian, Puerto Rican, Mexican, and European. In order to reach as many functional illiterates as possible, the addition of qualified personnel was necessary. The staff includes the project director, Fern Long; a project consultant, Mildred Dorr; and a reading specialist, Stanley Klosek. Another reading specialist is to be appointed. Mr. Klosek spends two days a week at the branches for consultation about adult reading problems. Katherine Conradi, a former teacher and social

worker who is now on the staff of Carnegie West Branch, visits door-to-door in her area. Mrs. Valerie Morgan, at the Quincy Branch, performs the same service.

A variety of methods has been employed to publicize the program and available library services—radio interviews, radio and television spot announcements, and the distribution of fliers to thousands of public aid recipients with their relief checks and to neighborhood organizations. Some 1,100 adult graduates of the "Words in Color" course, presented earlier by a large group of participating agencies with the Cleveland Public Library taking an active role, were invited to a special meeting on December 13, 1965, to hear about the Reading Centers Project and to receive counselling.

In addition to the three library centers, an office was established in the headquarters of the Community Action for Youth program under the direction of a part-time worker. Another facet of the program has involved the placement of the project consultant, Miss Dorr, in the waiting room of the Outpatient Clinic at Metropolitan General Hospital one morning a week. She uses a collection of beginning reading materials for adults, including magazines, newspapers, and leaflets, and brings along simple toys for the children in order to organize reading and discussion groups. The result has proved an excellent point of contact, with many adults and children going to the reading centers for further instruction.

Wherever possible, efforts have been made to establish cooperative relationships with the other community agencies. In addition to those already mentioned, parallel programs either have been or will be established in detention homes and other houses of correction.

MATERIALS:

A great emphasis has been placed on materials, and everything that might be useful is being tried. In addition to printed materials, aids such as films, filmstrips, and recordings are being used. A Language Master was purchased and is being used extensively.

One of the prime difficulties in establishing the Reading Centers Project has been the absence of guidelines. Library service has never before been specifically directed toward the illiterate, and, for the most part, the method of approach has been through trial and error.

Staff meetings are held each week to exchange experiences, discuss the use of materials and equipment, and keep in touch with one another's efforts. Tape recordings of actual sessions with reading center clients are played at these meetings, thereby giving other workers an idea of methods used by reading specialists. The tapes also will provide a true record of progress at the end of the first year.

In late September, Mary C. Wallace, founder of the LARK Foundation and well-known innovator in the development of methods of teaching adult illiterates, was brought to Cleveland to brief librarians in the entire system on what to expect from persons living in an entirely separate culture. One of the points she stressed was the fact that those living in this alien environment are as reluctant to leave it as other cultural groups might be to leave theirs. Project workers are finding this is all too true.

EVALUATION:

At this point in the first year of operation, it is extremely difficult to provide an accurate evaluation of the project. In some areas response has been poor by all regular standards but good according to the experience of others working with this same group. The best response has come from the Quincy Branch, where 240 have been coming in for individual counselling and group reading. It does seem evident to those working with the project that the adult reading centers are reaching many who do not wish to return to school or who need reading materials suited to their own level.

At the Metropolitan General Hospital, a growing response on the part of the adult clientele is evident. During one month's tally, Miss Dorr estimated that she had meaningful contacts with 100 adults and reading sessions with 60 children. Evident too, is an increasing awareness of both adults and children of the availability of popular material on their reading level and social background.

K. Los Angeles Public Library: Special Branch Programs

BRIEF DESCRIPTION:

Intensification of services to children, young adults, and adults in Venice and Lincoln Heights and an expansion of bookmobile resources are currently being conducted. The program is designed to reach, directly and indirectly, residents whose awareness of the public library's services is non-existent or limited.

FUNDING:

A Library Services and Construction Act grant of $319,536 (plus an additional $62,000 for a public information program) was approved for the period January 1, 1966-December 31, 1967.

PROGRAM:

All professional and non-professional staff members were selected from among those regular Los Angeles Public Library staff members who volunteered to participate in the project; they are paid under LSCA funds, but retain their seniority and benefits under Los Angeles Civil Service.

At the least-used branch in the central region, in a federal housing project, the staff director canvassed house-to-house, inviting residents to attend five "block-parties" at the library. The programs varied from film showings to teen-age musicians. An art fair for young people drew the greatest response. In Lincoln Heights, a predominantly Mexican-American community, the staff has actively participated in local meetings, and staged in the summer six Family Night gatherings, climaxed by a 50th Anniversary celebration of the branch library. Displays of materials of interest to adults learning English were placed in supermarkets, banks and churches. The Venice branch also serves a high percentage of Mexican-Americans and Negroes. The branch staff has become identified with community agencies concerned with basic education for adults: with the Venice Evening High School and with Project Action, which helps young men and women who are unemployed and many of whom have been in trouble with the law.

EVALUATION:

The first results of the program were increases in circulation at both Lincoln Heights and Venice branches, due largely to additional staff making more school visits, more classes at the library, and more work with community organizations. With only a senior librarian and a children's librarian assigned to each branch previously, extensive community activity was impossible. In both branches, work with young adults, particularly, was expanded.

For young adults, project librarians are working not only with high schools but are seeking out young people's organizations, providing some groups with audio-visual equipment for their programs; leaving deposits of books—both study and recreational, as at teen-posts; providing lists and special displays of books (parliamentary practice, art, etc.) relating books to many of their everyday needs.

The bookmobile service reaches the largest group of adults at one time in a single area. The collection of books assembled for the bookmobile contains much of general branch library materials, but it contains a larger percentage of information bound on day-to-day needs than many branch libraries have—civil service, family problems, how-to-do-it books, personal grooming, Negro history, and basic studies.

Some of this material is available in both hard covers and paperbacks, all arranged in an inter-filed series of adult and juvenile titles. The staff is of sufficient size and training to give personal attention to readers' needs.

Summary of Activities

January-June 1966

Activity of combined Staff	Venice	Lincoln Heights	Central Region	Bookmobile	TOTAL
Agencies contacted	205	154	127	12*	498
Meetings attended	117	38	90	—	235
Programs in library	58	39	18	—	115
Programs sponsored or participated in outside	60	35	32	—	127
Classes in library	41	66	9	—	116
Classes outside library	131	63	13	—	207
Displays	26	32	8	—	66
Lists	3	2	12	1	18

* estimate

Printed in U.S.A.